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REPORT
101-556

DEPARTMENTS OF VETERANS AFFAIRS AND HOUSING AND URBAN DEVELOPMENT, AND INDEPENDENT AGENCIES APPROPRIATIONS BILL, 1991

JUNE 26, 1990.—Committed to the Committee of the Whole House on the State of the Union and ordered to be printed

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Mr. TRAXLER, from the Committee on Appropriations, submitted the following

REPORT

[To accompany H.R. 5158]

The Committee on Appropriations submits the following report in explanation of the accompanying bill making appropriations for the Departments of Veterans Affairs and Housing and Urban Development, and for sundry independent agencies, commissions, corporations, and offices for the fiscal year ending September 30, 1991, and for other purposes.

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Summary of the Bill

The Committee recommends $83,581,084,400 in new budget (obligational) authority for the Departments of Veterans Affairs and Housing and Urban Development, and 20 independent agencies and offices. This is $12,300,456,400 above the 1990 appropriations level.

The following table summarizes the amounts recommended in the bill in comparison with appropriations for fiscal year 1990 and budget estimates for fiscal year 1991.

SUMMARY OF ESTIMATES AND NEW BUDGET (OBLIGATIONAL) AUTHORITY IN BILL

Department or agency	Appropriations, 1990	Budget estimates, 1991	Recommended in bill	Bill compared with— Appropriations, 1990	Bill compared with— Budget estimates, 1991
[1]	[2]	[3]	[4]	[5]	[6]
American Battle Monuments Commission	$16,032,000	$15,402,000	$15,900,000	−$132,000	+$498,000
Cemeterial Expenses, Army	12,374,000	12,236,000	12,236,000	−138,000	.....
Consumer Information Center	1,339,000	1,540,000	1,540,000	+201,000	.....
Consumer Product Safety Commission	35,147,000	35,609,000	37,109,000	+1,962,000	+1,500,000
Council on Environmental Quality and Office of Environmental Quality	1,465,000	2,780,000	2,780,000	+1,315,000	.....
Court of Veterans Appeals	3,893,000	9,560,000	9,560,000	+5,667,000	.....
Department of Housing and Urban Development	14,894,065,000	21,354,060,000	25,931,713,400	+11,037,648,400	+4,577,653,400
Department of Veterans Affairs	29,713,068,000	30,459,036,000	31,282,092,000	+1,569,024,000	+823,056,000
Environmental Protection Agency	5,486,563,000	5,580,709,000	6,012,625,000	+526,062,000	+431,466,000
Federal Deposit Insurance Corporation: FSLIC Resolution Fund	4,962,000,000	2,915,744,000	2,915,744,000	−2,046,256,000	.....
Federal Emergency Management Agency	1,790,320,000	819,272,000	656,787,000	−1,133,533,000	−162,485,000
Interagency Council on the Homeless	1,083,000	1,214,000	1,214,000	+131,000	.....
National Aeronautics and Space Administration	12,221,574,000	15,125,200,000	14,296,425,000	+2,074,851,000	−828,775,000
National Commission on American Indian, Alaska Native, and Native Hawaiian Housing	500,000	.....	.....	−500,000	.....
National Commission on Severely Distressed Public Housing	2,000,000	.....	.....	−2,000,000	.....
National Credit Union Administration (Limitation on direct loans)	(590,700,000)	(600,000,000)	(600,000,000)	(+9,300,000)	.....
National Institute of Building Sciences	492,000	.....	250,000	−242,000	+250,000
National Science Foundation	2,080,608,000	2,383,000,000	2,337,000,000	+256,392,000	−46,000,000
National Space Council	983,000	1,363,000	1,000,000	+17,000	−363,000
Neighborhood Reinvestment Corporation	26,554,000	17,895,000	24,500,000	−2,054,000	+6,605,000
Office of Consumer Affairs	1,834,000	1,889,000	1,889,000	+55,000	.....
Office of Science and Technology Policy	2,829,000	3,300,000	3,300,000	+471,000	.....
Resolution Trust Corporation: Office of Inspector General	.....	10,785,000	10,785,000	+10,785,000	.....
Selective Service System	25,905,000	26,635,000	26,635,000	+730,000	.....
Total	71,280,628,000	78,777,229,000	83,581,084,400	+12,300,456,400	+4,803,855,400

TITLE I

DEPARTMENT OF VETERANS AFFAIRS

1990 appropriation	$29,713,068,000
Estimate, 1991	30,459,036,000
Recommended in bill	31,272,892,000
Increase above estimate	+813,856,000

The Department of Veterans Affairs is the third largest Federal agency in terms of employees with an average employment of approximately 222,000. It administers benefits for 27,100,000 veterans, 44,000,000 family members of living veterans, and 1,700,000 survivors of deceased veterans. Thus, 72,800,000 people (as of September 30, 1989), comprising about 29.3 percent of the total population of the United States, are potential recipients of veterans benefits provided by the Federal Government.

A total of $31,272,892,000 in new budget authority is recommended by the Committee for the Department of Veterans Affairs programs in fiscal year 1991. The funds recommended provide for compensation payments to 2,472,917 veterans and survivors of deceased veterans with service-connected disabilities; pension payments for 1,059,833 non-service-connected disabled veterans, widows and children in need of financial assistance; educational training and vocational assistance to 299,348 veterans and servicepersons and 39,975 eligible dependents of deceased veterans or seriously disabled veterans; housing credit assistance in the form of 177,354 guaranteed loans provided to veterans and servicepersons; supervision of life insurance programs with 6,709,222 policies for veterans and active duty servicepersons providing coverage of $203,668,481,000; inpatient care and treatment of beneficiaries in 172 hospitals, 33 domiciliaries, 127 nursing homes and 366 outpatient clinics which includes independent, satellite, community-based, and rural outreach clinics involving 23,397,000 visits; and the administration of the National Cemetery System for burial of eligible veterans, servicepersons and their survivors.

VETERANS BENEFITS ADMINISTRATION

COMPENSATION AND PENSIONS

1990 appropriation	$15,555,495,000
Estimate, 1991	15,204,451,000
Recommended in bill	15,684,551,000
Increase above estimate	+480,100,000

This appropriation provides funds for service-connected compensation payments to an estimated 2,472,917 beneficiaries and pension payments to another 1,059,833 beneficiaries with non-service-connected disabilities. The average cost per compensation case in 1991 is estimated at $4,564, and pension payments are projected at a unit cost of $3,550. The estimated caseload and cost by program for 1990 and 1991 are as follows:

	1990	1991	Difference
Caseload:			
Compensation:			
Veterans	2,188,000	2,149,262	−38,738
Survivors	320,500	323,655	+3,155
(Clothing allowance)	(62,900)	(58,722)	(−4,178)
Pensions:			
Veterans	570,103	550,116	−19,987
Survivors	534,148	509,717	−24,431
Vocational training	(300)	(300)	
Burial benefits	130,500	116,000	−14,500
Funds:			
Compensation:			
Veterans	$9,289,900,000	$8,865,997,000	−$423,903,000
Survivors	2,345,834,000	2,396,548,000	+50,714,000
Pensions:			
Veterans	2,603,498,000	2,483,138,000	−120,360,000
Survivors	1,314,196,000	1,278,400,000	−35,796,000
Vocational training	406,000	514,000	+108,000
Burial benefits	151,880,000	154,565,000	+2,685,000
Other assistance	26,961,000	25,289,000	−1,672,000
Unobligated balance and other adjustments [1]	−177,180,000		+177,180,000
Total appropriation	15,555,495,000	15,204,451,000	−351,044,000

[1] Reduction of $2,011,000 from unobligated balance pursuant to Public Law 99–177.

The Administration has again proposed dividing the compensation and pensions appropriation into three separate accounts: compensation, pensions, and burial benefits and miscellaneous assistance. The Administration has also again proposed changing the form of the language for the compensation and pensions portions of the account from an appropriation of budget authority to liquidation of contract authority. The Committee has again disapproved these proposals and recommends a single compensation and pensions appropriation of budget authority in fiscal year 1991.

A supplemental appropriation of $190,000,000 has recently been provided in the compensation and pensions account. The need for the additional funds resulted primarily from an increase in the compensation caseload and increases in the average cost of compensation and pensions payments. Recent information from the Department indicates that this trend will continue in fiscal year 1991. As such, the Committee recommends $15,684,551,000 for compensation and pensions in fiscal year 1991. Of the $480,100,000 increase above the budget request, $246,744,000 is for compensation payments, $230,356,000 is for pension payments, and $3,000,000 is for burial and miscellaneous benefits.

The 1991 pension budget request includes funds for a proposed cost-of-living increase of 3.9 percent. Legislation has again been proposed to index future cost-of-living increases for compensation beneficiaries to changes in the Consumer Price Index. The Administration estimates that the 1991 adjustment will be 3.9 percent and cost $347,323,000. The Committee recognizes that supplemental funding will be necessary when final disposition of the proposed legislation is known.

READJUSTMENT BENEFITS

1990 appropriation	$497,813,000
Estimate, 1991	502,500,000
Recommended in bill	502,500,000

This account finances the education, training, and rehabilitation of veterans and servicepersons who served after February 1, 1955 and before January 1, 1977. In addition, veterans and servicepersons eligible for benefits under the two new peacetime educational programs are funded in this appropriation. The appropriation also finances educational assistance allowances for eligible dependents of veterans who died from service-connected causes, were captured or missing in action, or have a total and permanent rated service-connected disability.

The Committee recommends the budget estimate of $502,500,000 for readjustment benefits in fiscal year 1991. The estimated number of trainees and costs by program are as follows:

	1990	1991	Difference
Number of trainees:			
Education and training:			
Post-Korean conflict veterans and servicepersons	104,414		−104,414
Dependents	41,772	39,975	−1,797
All-Volunteer Force educational assistance:			
Veterans and servicepersons	89,600	124,800	+35,200
Reservists	124,100	136,400	+12,300
Special assistance to disabled veterans:			
Vocational rehabilitation	27,900	28,500	+600
Total	387,786	329,675	−58,111
Funds:			
Education and training:			
Post-Korean conflict veterans and servicepersons	$77,304,000	−$15,000,000	−$92,304,000
Dependents	106,375,000	103,731,000	−2,644,000
All-Volunteer Force educational assistance:			
Veterans and servicepersons	218,774,000	292,886,000	+74,112,000
Reservists	108,000,000	118,700,000	+10,700,000
Special assistance to disabled veterans:			
Vocational rehabilitation	129,251,000	135,080,000	+5,829,000
Housing grants	14,951,000	14,361,000	−590,000
Automobiles and other conveyances	4,221,000	3,739,000	−482,000
Adaptive equipment	15,578,000	15,203,000	−375,000
Payment to States	12,000,000	12,000,000	
Unobligated balance and other adjustments	−188,641,000	−178,200,000	+10,441,000
Total appropriation	497,813,000	502,500,000	+4,687,000

VETERANS INSURANCE AND INDEMNITIES

1990 appropriation	$13,940,000
Estimate, 1991	15,410,000
Recommended in bill	15,410,000

The veterans insurance and indemnities account consists of the former appropriations for military and naval insurance applicable to World War I veterans; national service life insurance applicable to certain World War II veterans; and servicemen's indemnities applicable to Korean conflict veterans. This appropriation also pro-

vides supplemental funds for the service-disabled veterans insurance funds and for expenses of the veterans mortgage life insurance program for individuals who receive a grant for specially adapted housing. Financing is provided primarily by direct appropriation with a small contribution from premiums and policy loan repayments.

The budget estimate of $15,410,000 for veterans insurance and indemnities in fiscal year 1991 is included in the bill. This will cover the cost to various insurance funds for claims traceable to the extra hazards of service and death claims on policies under waiver of premiums while the insured is on active duty.

LOAN GUARANTY REVOLVING FUND

(INCLUDING TRANSFER OF FUNDS)

1990 appropriation	$558,500,000
Estimate, 1991	512,200,000
Recommended in bill	670,200,000
Increase above estimate	+158,000,000

The loan guaranty revolving fund financed all operations of the loan guaranty program prior to January 1, 1990, except administrative expenses. The purpose of the VA home loan guaranty program is to facilitate the extension of mortgage credit on favorable terms by private lenders to eligible veterans.

Prior to 1984, losses in the loan guaranty revolving fund were covered by transfers from the direct loan revolving fund. The continuing high rate of default has necessitated direct appropriations. Since 1984, more than $3,750,000,000 have been appropriated and transferred to the loan guaranty revolving fund, including $440,000,000 from the direct loan revolving fund.

The Committee remains concerned with the continued high cost of VA's home loan guaranty program. These substantial costs, while scored as mandatory appropriations, result in fewer Federal funds available for other programs, including those for veterans. To reduce the cost of the home loan program and hopefully to avoid the need for large appropriations in the future for the new Guaranty and Indemnity Fund, the VA should tighten its underwriting standards.

The budget requests $512,200,000 for the loan guaranty revolving fund in fiscal year 1991. Based on recent information from the VA, an additional $158,000,000 is estimated to be required in fiscal year 1991. As the recent 1990 supplemental appropriation of $245,000,000 did, this increase results primarily from a higher than anticipated foreclosure rate. The Committee recommends $670,200,000 for the loan guaranty revolving fund in fiscal year 1991.

GUARANTY AND INDEMNITY FUND

The guaranty and indemnity fund (GIF) finances all operations of the loan guaranty program for loans closed on or after January 1, 1990, except manufactured home loans and most administrative expenses. This new fund was established in December 1989 by P.L. 101-237. To offset program expenses a funding fee of 1.25 percent is

collected on guaranteed loans and is deposited in the fund. Also credited to the GIF is a Government contribution of .75 percent (spread over three years) for each guaranteed loan.

Appropriation language is requested which provides "such sums as necessary" for the purpose of making the Government contribution to the fund. The VA estimates that such contributions will total $80,800,000 in fiscal year 1991. The Committee has included the requested language in the bill.

DIRECT LOAN REVOLVING FUND

The revenues and receipts from direct loan operations make funds available for the extension of credit to severely disabled veterans for specially adapted housing and for current expenses, excluding administrative expenses. In 1991, one direct loan in the amount of $33,000 is expected to be closed.

The VA requests a $1,000,000 limitation for specially adapted housing direct loans in 1991. The Committee recommends the requested $1,000,000 limitation.

VETERANS HEALTH SERVICE AND RESEARCH ADMINISTRATION

MEDICAL CARE

1990 appropriation	$11,419,706,000
Estimate, 1991	12,227,066,000
Recommended in bill	12,310,490,000
Increase above estimate	+83,424,000

This appropriation provides for medical care and treatment of eligible beneficiaries in VA hospitals, nursing homes, domiciliaries and outpatient facilities; contract hospitals; State domiciliaries, nursing homes and hospitals; contract community nursing homes; and outpatient programs on a fee basis. Hospital and outpatient care is also provided by the private sector for certain dependents and survivors of veterans under the civilian health and medical programs of the Department of Veterans Affairs. Funds also are used to train medical residents and other professional, paramedical and administrative personnel in health-science fields to support the VA's medical programs.

The bill includes $12,304,490,000 for medical care in fiscal year 1991. These funds will support a staffing level of 194,638. The increase of $77,424,000 above the budget estimate is comprised of the following:

+$65,500,000 for increased salary costs for doctors, nurses, and other medical personnel.

+$40,000,000 for increased benefit costs, primarily health benefits.

+$500,000 to establish an outreach clinic in Floyd County, Kentucky, and to expand mobile clinic services in eastern Kentucky. The Committee expects that the outreach clinic will be open Monday through Friday.

+$6,000,000 for salary and other costs at long-term psychiatric care hospitals. The Committee recognizes the critical impact of limited resources on chronic psychiatric care of veterans of VA medical centers—such as, Northampton, Massa-

chusetts, Battle Creek, Michigan, and Lyons, New Jersey. These additional funds are to be used to ensure that beds and other services in VA's long-term psychiatric hospitals are not curtailed.

—$28,576,000 from the increases requested for equipment, supplies and materials, and other services. The Committee notes that recently a 1990 supplemental appropriation of $94,000,000 was provided for medical care, including up to $64,000,000 for additional medical equipment and supplies.

The Committee has included bill language earmarking $7,904,000,000 for personnel compensation and benefit costs. The Committee has recommended this action to ensure hospital staffing will not be reduced throughout the fiscal year.

Language has been included in the bill delaying the availability of $278,000,000 of the $487,478,000 requested in the equipment and lands and structures object classifications until August 1, 1991. The VA is to take all necessary actions, including advertising, to ensure that these funds will be obligated prior to the end of fiscal year 1991.

The Committee is aware of the need for a satellite outpatient clinic in the Joliet, Illinois area. The VA is directed, from within available funds, to establish a satellite outpatient clinic to be satellited to the Hines VA Medical Center.

The Committee is also aware of the need for a community-based clinic in the Decatur or Springfield, Illinois area. The VA is directed, from within available funds, to establish a community-based clinic in the Decatur or Springfield, Illinois area.

Previous Committee reports have indicated concern with the number of additional satellite outpatient clinics being established. Last year's report directed the VA to consult with the Committees on Appropriations prior to the decision to establish any additional clinics, including satellite, community-based, and other smaller outreach clinics. Further, the Committee required the necessary funds and FTE for such additional clinics to come from the hospitals to which the clinics were satellited. The intent of the report directive was not to limit the establishment of necessary outpatient clinics. Rather, it recognized that due to budgetary constraints, the additional staffing for these new clinics had to be taken from across the system. The Committee continues to direct that all necessary funds and FTE for any additional clinics are to be derived solely from the hospitals to which the clinics are satellited.

The Committee is aware of the enormous unmet treatment needs of Vietnam veterans suffering the post-traumatic stress disorder. The VA is urged to allocate additional funds for PTSD treatment in fiscal year 1991.

The VA currently has five integrated hospital system (IHS) sites. The purpose of these sites is to examine alternative technology for the future so it can be incorporated into the day-to-day computer hospital operations. In order to ensure necessary coordination of technology development, the VA is expected to encourage and facilitate ongoing communications among the IHS vendors and IHS site managers, as well as among the decentralized hospital computer program (DHCP) centers of innovations. In evaluating the IHS programs, the Committee expects that the IHS and the DHCP cen-

ters of innovation jointly evaluate and prepare recommendations. This will ensure that meaningful recommendations on innovative programs can be decided by the Chief Medical Director.

The Committee is aware of the need for additional services for homeless veterans. To address this need, the VA is urged to make $2,000,000 available for two new pilot programs—drop-in centers and mobile support teams. The drop-in centers would be located in urban centers and provide medical and psychiatric care, warm meals, hygiene facilities, job assistance, and referral to programs by the VA and other agencies. The mobile support teams would travel to both urban and rural areas where homeless veterans do not have adequate access to needed services.

MEDICAL AND PROSTHETIC RESEARCH

1990 appropriation	$212,652,000
Estimate, 1991	198,537,000
Recommended in bill	216,795,000
Increase above estimate	+18,258,000

This account includes medical, rehabilitative and health services research. Medical research is an important aspect of VA programs, providing complete medical and hospital service for veterans. The prosthetic research program is also essential in the development and testing of prosthetic, orthopedic and sensory aids for the purpose of improving the care and rehabilitation of eligible disabled veterans, including amputees, paraplegics and the blind. The health services research program provides unique opportunities to improve the effectiveness and efficiency of the health care delivery system.

The Committee continues to believe that with a small investment in research dollars the payoff is extraordinary. In addition, there needs to be a balance between medical care and research funding.

The bill includes $216,795,000 for medical and prosthetic research in fiscal year 1991. The $18,258,000 increase above the budget request includes $2,500,000 for prosthetic research and $15,758,000 for medical and health services research. The VA is directed to allocate a portion of the $15,758,000 increase for AIDS research with the balance to be distributed at its discretion. Additional funding above this level will be considered after the review panel completes its work. The amount of funding recommended will support an average employment of 4,321, an increase of 345 above the budget request.

MEDICAL ADMINISTRATION AND MISCELLANEOUS OPERATING EXPENSES

1990 appropriation	$46,697,000
Estimate, 1991	47,729,000
Recommended in bill	52,047,000
Increase above estimate	+4,318,000

This appropriation provides for the administration and supervision of all Departmental medical programs by the Chief Medical Director and his staff. It also includes funds for the continuing education of central office employees and scholarship grants to eligible health care professionals.

The Committee recommends $52,047,000 for medical administration and miscellaneous operating expenses in fiscal year 1991. The $4,318,000 increase includes the following changes from the budget estimate:

+$2,818,000 for the Commission on the Future Structure of Veterans Health Care.

+$1,500,000 for a minority post traumatic stress disorder study.

GRANTS TO THE REPUBLIC OF THE PHILIPPINES

1990 appropriation	$492,000
Estimate, 1991	484,000
Recommended in bill	484,000

The program provides a grant to the Philippine Government for equipment replacement and upgrading or rehabilitation of plant and facilities at the Veterans Memorial Medical Center at Manila.

The bill includes the budget estimate of $484,000 for the grant to the Republic of the Philippines. This grant will assure the continued effective care and treatment of U.S. veterans at the medical center.

DEPARTMENT ADMINISTRATION

GENERAL OPERATING EXPENSES

1990 appropriation	$811,628,000
Estimate, 1991	902,514,000
Recommended in bill	902,514,000

The general operating expenses appropriation provides for the administration of nonmedical veterans benefits through the Veterans Benefits Administration, operation and maintenance of 146 cemeterial activities by the National Cemetery System and top management direction and support.

The bill includes the budget request of $902,514,000 for general operating expenses in fiscal year 1991. The recommendation includes the following changes from the budget estimate:

+$8,000,000 for 216 FTE to increase the 11,821 field staffing requested for the Veterans Benefits Administration. The increase in staffing is to be distributed at the discretion of the VA to (1) vocational rehabilitation and counseling, (2) loan guaranty, and (3) adjudication.

+$250,000 for five FTE to restore the Board of Veterans Appeals staffing to the 427 level. The Committee supports the VA's effort to increase the productivity of the BVA. The additional funds for increased staffing, together with increased productivity, will improve the timeliness and ensure the quality of those decisions.

+$6,400,000 for phase II of the loan production system (LPS). The Committee strongly believes that the LPS will reduce staffing requirements in the future.

−$3,000,000 from the $16,609,000 requested for central office renovation.

—$3,000,000 from the $26,339,000 increase requested for other than salary costs in the Veterans Benefits Administration.

—$8,650,000 from the $47,132,000 increase requested for the National Cemetery System and general administration. This decrease is to be applied at the VA's discretion to offices other than the Board of Veterans Appeals or the Board of Contract Appeals. Staffing reductions are to be applied to the central office only.

Language has been included in previous appropriations Acts earmarking funds and staff years for the Veterans Benefits Administration. This action was taken to insure adequate program staffing levels. The 1991 bill includes language earmarking $616,658,000 and not less than 12,550 FTE for the Veterans Benefits Administration.

OFFICE OF INSPECTOR GENERAL

1990 appropriation	$21,786,000
Estimate, 1991	26,859,000
Recommended in bill	26,859,000

The Office of Inspector General was established by the Inspector General Act of 1978 and is responsible for the audit and investigation of all Department of Veterans Affairs' programs and operation. The overall operational objective is to focus available resources on areas which would help improve services to veterans and their beneficiaries, assist managers of VA programs and operations in economically accomplishing program goals, and prevent and deter recurring and potential fraud, waste and inefficiencies.

The Committee recommends the budget estimate of $26,859,000 for the Office of Inspector General in fiscal year 1991. This amount is an increase of $5,073,000 above the current 1990 level and will support 48 additional FTE for facility audits, program/functional audits, and fraud investigation activities. These additional resources will bring the total OIG staff level to 437.

CONSTRUCTION, MAJOR PROJECTS

1990 appropriation	$408,542,000
Estimate, 1991	530,000,000
Recommended in bill	575,456,000
Increase above estimate	+45,456,000

The appropriation for the construction of major projects includes those estimated to cost $3,000,000 or more. It finances the construction of new facilities and the modernization, alteration and improvement of others. The bill includes $575,456,000 for construction of major projects in fiscal year 1991. This is an increase of $45,456,000 above the budget request and $166,914,000 above the amount appropriated for fiscal year 1990. The increases above the budget estimate are as follows:

+$7,000,000, which together with $240,077,000 in the budget request, will provide for a new hospital at Detroit. The additional funds will ultimately permit the hospital to accommodate 503 beds. This amount, taken together with $25,923,000 previously appropriated in this account, and $22,300,000 previ-

ously appropriated in the parking garage revolving fund will provide for a total estimated project cost of $295,300,000. The Committee expects that the new Detroit parking facility will be designed and built to accommodate at least 1,500 spaces.

+$8,900,000 for a 120-bed nursing home care unit at the Lake City, Florida VA Medical Center.

+$3,400,000 for a laundry and warehouse project at the Mountain Home, Tennessee VA Medical Center.

+$8,000,000 for a clinical, outpatient, research, parking and central air conditioning project at the Ann Arbor VA Medical Center. Of this amount, $5,000,000 is for planning and $3,000,000 is for roadway relocation and site utilities. In addition, $10,000,000 is included in the parking garage revolving fund for the parking structure. This project is currently estimated to cost $183,500,000. Last year, the Committee suggested that the VA consider using the "construction management" technique on one of its larger construction projects. Other firms have had considerable success in containing or reducing costs by this method. The Committee urges the VA to use the Ann Arbor project for a pilot test of this technique.

+$800,000 for the advanced planning of a modernization project at the Wilkes-Barre VA Medical Center. This project is currently estimated to cost $55,000,000.

−$800,000 from the $12,500,000 requested for the advance planning fund. This reduction reflects the amount earmarked for the advance planning of a specific construction project.

+$4,800,000 for the contract documents of a replacement for the ambulatory care facility on the grounds of the William Beaumont Army Medical Center at El Paso. This project is currently estimated to cost $48,000,000. The Committee expects that construction funds will be requested for this project in fiscal year 1992.

+$3,100,000 for the design of a psychiatric and outpatient facilities modernization project at the Northport, New York VA Medical Center. This project is currently estimated to cost $40,500,000.

+$3,200,000 for the design and site preparation of a clinical addition project at the Wilmington VA Medical Center. This project is currently estimated to cost $32,700,000.

+$25,000 for an environmental assessment for an expansion of the national cemetery at Alexandria, Louisiana.

+$1,450,000 for planning and site acquisition for a new national cemetery at Albany, New York.

+$1,506,000 for planning and site acquisition for a new national cemetery in the Chicago area.

+$1,690,000 for planning and site acquisition for a new national cemetery in the Cleveland area.

+$2,385,000 for planning and site acquisition for a new national cemetery in the Seattle/Tacoma area.

The specific amounts recommended by the Committee are as follows:

CONSTRUCTION, MAJOR PROJECTS, FISCAL YEAR 1991

Item and location	Appropriation	
	Available through 1990	Recommended for 1991
A. Medical Program:		
Replacement and modernization:		
Ann Arbor, MI, clinical, outpatient, research, parking, and central air-conditioning		$8,000,000
Detroit, MI, replacement and modernization	$25,923,000	247,077,000
Indianapolis, IN, clinical improvements and mental behavioral science center	8,400,000	79,400,000
Martinez, CA, clinical improvements and correct seismic deficiencies		15,300,000
New Orleans, LA, contractor claims		3,300,000
Total, replacement and modernization	34,323,000	353,077,000
Nursing home care:		
Lake City, FL, 120-bed unit		8,900,000
Palm Beach, FL, 120-bed unit		10,200,000
Total, nursing home care		19,100,000
Outpatient improvements: Pittsburgh, PA, contractor claims		3,100,000
Advanced planning:		
Wilkes-Barre, PA, modernization		800,000
Various stations		11,700,000
Total, advanced planning		12,500,000
Asbestos abatement: various stations		21,248,000
Clinical improvements:		
Durham, NC, clinical addition	31,900,000	6,400,000
Oklahoma City, OK, replace operating suite		16,600,000
Togus, ME, clinical improvement, building 200	29,740,000	5,360,000
Total, clinical improvements	61,640,000	28,360,000
General improvements: Mountain Home, TN, laundry and warehouse		3,400,000
Design fund:		
El Paso, TX, ambulatory care facility replacement		4,800,000
Northport, NY, modernize psychiatric and outpatient facilities		3,100,000
Wilmington, DE, clinical addition project		3,200,000
Various stations		8,200,000
Total, design fund		19,300,000
Hazardous waste: various stations		2,000,000
Seismic: Long Beach, CA, structural seismic corrections	6,000,000	67,200,000
Less: FY 1990 Design fund		−1,340,000
Subtotal, Veterans Health Service and Research Administration	101,963,000	527,945,000
B. Regional Office Program:		
Advanced planning: various stations		450,000
Design fund: various stations		1,000,000
Montgomery, AL, RO/VAMC collocation		8,000,000
Total, regional office projects		9,450,000
Less: FY 1990 Design fund		−220,000
Less: FY 1989 Design fund		−180,000
Subtotal, Veterans Benefits Administration		9,050,000

CONSTRUCTION, MAJOR PROJECTS, FISCAL YEAR 1991—Continued

Item and location	Appropriation	
	Available through 1990	Recommended for 1991
C. National Cemetery System:		
Advance planning fund:		
Alexandria, LA, environmental assessment for expansion of cemetery		25,000
Various stations		1,220,000
Total, advance planning fund		1,245,000
Design fund: various stations		150,000
Albany, NY, planning and site acquisition for a new cemetery		1,450,000
Chicago, IL, planning and site acquisition of a new cemetery		1,506,000
Cleveland, OH, planning and site acquisition of a new cemetery		1,690,000
Fort Logan, CO, develop gravesites and assembly area		3,300,000
Seattle/Tacoma, WA, planning and site acquisition of a new cemetery		2,385,000
Total, national cemetery projects		11,726,000
Less: FY 1990 Design fund		−165,000
Subtotal, National Cemetery System		11,561,000
D. Staff Offices: Washington, DC, VA Central Office		22,000,000
E. Judgment Fund: various stations		4,900,000
Total, new budget authority, major projects	101,963,000	575,456,000

The Administration has requested that the demarcation point between the cost of a major and minor project be increased from $2,000,000 to $3,000,000. This limitation has not been increased since fiscal year 1981. The bill includes the requested demarcation point of $3,000,000 on the estimated cost of projects.

CONSTRUCTION, MINOR PROJECTS

1990 appropriation	$91,637,000
Estimate, 1991	145,640,000
Recommended in bill	146,140,000
Increase above estimate	+500,000

This appropriation provides for constructing, altering, extending and improving facilties under the jurisdiction of the Department of Veterans Affairs, including planning, architectural engineering services and site acquisition, where the estimated cost per project is less than $3,000,000. Also included are expenses of the Office of Facilities.

The request compared to 1990 follows:

	1990	1991 request	Difference
Minor construction projects	$47,501,000	$101,220,000	+$53,719,000
General administration	44,136,000	44,420,000	+284,000
Total	91,637,000	145,640,000	+54,003,000
Average employment	700	670	−30

The bill includes $146,140,000 for the construction, minor projects appropriation in fiscal year 1991. The increase of $500,000 above the budget estimate is for a compensation work therapy program at the Northampton VA Medical Center. The bill also includes the requested limitation of $44,420,000 for the Office of Facilities.

The Administration has proposed changing the minor cost limitation from less than $2,000,000 to less than $3,000,000. This will require a similar increase in the limit on major construction projects. The limitation has not been increased since fiscal year 1981. The bill includes the requested demarcation point of $3,000,000 on the estimated cost of projects.

PARKING GARAGE REVOLVING FUND

1990 appropriation	$28,543,000
Estimate, 1991	18,900,000
Recommended in bill	28,900,000
Increase above estimate	+10,000,000

This appropriation provides funds for the lease or construction of parking structures at medical facilities. The budget request for the parking garage revolving fund in fiscal year 1991 is $18,900,000. Of this total, $12,300,000 is for the parking garage component of the psychiatric building at Gainesville, Florida and $6,600,000 is for the parking garage component of the new clinical addition at Indianapolis, Indiana.

The bill includes $28,900,000 for the parking garage revolving fund in fiscal year 1991. The increase of $10,000,000 above the budget estimate is targeted for the parking garage component of the major construction project at the Ann Arbor VA Medical Center. These additional funds will permit the VA to move as expeditiously as possible with the construction of this facility.

GRANTS FOR CONSTRUCTION OF STATE EXTENDED CARE FACILITIES

1990 appropriation	$41,349,000
Estimate, 1991	42,000,000
Recommended in bill	65,000,000
Increase above estimate	+23,000,000

This program provides grants to assist states to construct state home facilities for furnishing domiciliary or nursing home care to veterans, and to extend, remodel or alter existing buildings for furnishing domiciliary, nursing home or hospital care to veterans in state homes. A grant may not exceed 65 percent of the total cost of the project. Grants for state nursing facilities may not provide for more than four beds per 1,000 veteran population in any state.

The Committee recommends $65,000,000 for grants for construction of state extended care facilities in fiscal year 1991. The increase of $23,000,000 above the budget estimate is to address the increased program demand. The VA is urged to give special consideration to approvable priority projects not funded in fiscal year 1990.

GRANTS FOR CONSTRUCTION OF STATE VETERANS CEMETERIES

1990 appropriation	$4,288,000

Estimate, 1991	3,946,000
Recommended in bill	3,946,000

The Committee recommends the budget estimate of $3,946,000 for grants of construction of state veterans cemeteries in fiscal year 1991. Public Law 95-476 authorizes grants to states for establishment, expansion, and improvement of veterans cemeteries. States receive financial assistance to provide burial space for veterans and to enhance the National Cemetery System. The cemeteries are operated and permanently maintained by the states. A grant may not exceed 50 percent of the total value of the land and the cost of improvements. The remaining amount must be contributed by the state.

ADMINISTRATIVE PROVISIONS

The bill continues the five administrative provisions carried in previous appropriations Acts.

TITLE II

DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT

1990 appropriation	$14,894,065,000
Estimate, 1991	21,354,060,000
Recommended in bill	25,931,713,400
Increase above estimate	+4,577,653,400

The Department of Housing and Urban Development was established by the Department of Housing and Urban Development Act, effective November 9, 1965. The Department is the Federal agency principally responsible for programs concerned with the Nation's housing needs, the development and preservation of the Nation's communities, and the provision of equal opportunity for every individual. In carrying out its responsibilities, the Department administers a wide variety of programs, including: Federal Housing Administration mortgage insurance programs that help families become homeowners and facilitate the construction and rehabilitation of rental units; rental assistance programs for lower income families who otherwise could not afford decent housing; the Government National Mortgage Association mortgage-backed securities program that helps insure an adequate supply of mortgage credit; programs that aid community and neighborhood development and preservation; programs to help protect the homebuyer in the market place; and programs to combat housing discrimination and to affirmatively further fair housing.

PROPOSED LEGISLATION

The Administration has submitted proposals for a number of new programs. The legislative committees in each body have recently reported necessary authorizing bills. The House and Senate bills contain significant differences. Given the limited amount of legislative time remaining this year, it is difficult to envision an authorization bill being enacted before the end of the session. Also, after enactment of the new programs, it normally requires at least one year to publish the rules and regulations.

Therefore, it is not prudent to allocate the Committee's limited funding to programs that may never be authorized. It also is not advisable to put those scarce funds into programs that may take from 12 to 18 months to get started. Taking all of this into consideration, the Committee has recommended increased funding for existing programs. Funding for new programs (including reprogramming of existing funds), will be considered after the authorization bill is enacted, rules and regulations are promulgated, and the Committee has an opportunity to review the programs.

HOUSING PROGRAMS

ANNUAL CONTRIBUTIONS FOR ASSISTED HOUSING

(INCLUDING RESCISSION AND TRANSFER OF FUNDS)

1990 appropriation	[1] $7,799,355,000
Estimate, 1991	7,352,317,300
Recommended in bill	11,625,086,000
Increase above estimate	+4,272,768,700

[1] Excludes the following transfers: $14,000,000 to the salaries and expenses appropriation, $2,000,000 to the National Commission on Severely Distressed Public Housing and $500,000 to the National Commission on American Indian, Alaska Native, and Native Hawaii Housing.

The annual contributions for assisted housing account is the principal appropriation for providing housing assistance for low-income families. Different assumptions of the discrete programs in the annual contributions for assisted housing account make it difficult to compare the fiscal year 1991 request to the Committee's recommendation or to the fiscal year 1990 appropriation.

The 1990 appropriation included funding for public housing modernization in the annual contributions account, while the 1991 estimate requests funding in a separate account for this activity. Separate appropriations accounts were provided in 1990 for the section 8 renewal and the single-room occupancy programs, whereas the 1991 request for these programs is included in the annual contributions account. The drug program is also treated differently. The Committee, however, has provided funding for assisted housing in fiscal year 1991 on a comparable basis with fiscal year 1990, except for the drug elimination program which is provided in a new separate account.

The recommendation includes a total of $11,625,086,000 for annual contributions for assisted housing in fiscal year 1991. The recommended amount is $4,272,768,700 above the budget request and $3,825,731,000 above the fiscal year 1990 level. While the recommendation represents a 55 percent increase above the 1990 level, it is still well below the fiscal year 1981 level of $24,950,663,000. In addition to the direct appropriation, the bill includes requested language transferring $70,000,000 from the rental housing assistance account. The Committee has denied the proposed transfer of $87,000,000 from the rehabilitation loan fund. The proposed transfer of $20,053,000 to the research and technology account for increased program evaluation and monitoring is denied as additional funding for these activities is included under the research and technology and salaries and expenses appropriations.

The recommended appropriation will support an estimated 118,035 incremental units in fiscal year 1991. That compares with 74,144 requested for 1991 and 73,560 provided in the 1990 Act.

Within this amount, the Committee has again attempted to structure a subsidized housing program that is balanced. In short, the Committee has provided what might be described as a "market basket" approach to housing programs. The United States is not a homogeneous country. There are infinite numbers of variables which affect the success and administration of subsidized housing throughout the United States Some of these include rural versus urban, vacancy rates, density, ethnic and minority populations, quality of the housing stock, single family versus multi-family, owner-occupied versus rental properties, and so on. Clearly, relying primarily on one subsidized housing program, such as section 8 vouchers, cannot meet all demands of such a geographically diverse population. For that reason, the Committee continues to provide a variety of approaches to housing low- and moderate-income Americans.

The recommendations concerning fiscal year 1991 funding for the various assisted housing programs follow:

—A total of $550,320,000 for public housing major reconstruction/new development. It is expected that these funds will provide for approximately 7,500 rehabilitated or new public housing units. In making these funds available, the Committee again encourages maximum flexibility by permitting public housing authorities to apply either for a total rehabilitation of existing unoccupied housing units or for additional new units. The Committee wants to make clear that local PHAs should be given maximum flexibility in determining what public housing requirements are most essential for that authority and that locality.

The Committee directs HUD to provide it with a detailed analysis of the methodology used to reach the new construction cost guidelines. The Committee expects this data to be sufficiently clear to allow an independent calculation using the same data to arrive at the same construction costs.

—A total of $194,468,000 for 2,500 Indian housing units. This represents an increase of more than 40 percent above the 1990 level. The budget did not request any additional funding for Indian housing.

—A total of $2,700,000,000 for public housing modernization. This represents an increase of $850,000,000 above the budget request for fiscal year 1991, and approximately $700,000,000 above the fiscal year 1990 level. This amount includes funds for lead-based paint abatement in public housing projects.

The Committee is disturbed that the Department has made such little progress in implementing the comprehensive improvement assistance program's lead-based paint testing and abatement program. The technical guidelines were issued in April. The Department originally planned to distribute the technical guidelines and provide intensive training of HUD and PHA staff during April and May. To date, less than 500 copies of the guidelines have been distributed and no training has been provided. The Department has also made no attempt to rectify the confusing instructions on

worker protection inserted in the guidelines immediately before issuance. Because of the clear risk of lead abatement workers being endangered without adequate protective equipment and procedures, the Committee directs HUD to immediately revise its technical guidelines to present the clear, detailed recommendations developed in consultation with the Department's expert advisory panel. HUD is also directed to distribute these revised guidelines as soon as possible and to begin training immediately.

Lead-based paint in homes and paint-contaminated dust and soil are the major sources of childhood lead poisoning. Removing the responsible environmental sources of lead is an essential part of the treatment of lead poisoned children. When poisoned children are returned to unabated homes after medical interventions, they very frequently become poisoned again in a short time and suffer further adverse health effects. The Department's lead-based paint abatement programs should work in tandem with established childhood lead poisoning prevention programs funded by the Centers for Disease Control. Both agencies should work together to develop a systematic plan to determine where program efforts should be concentrated. The Committee feels very strongly that CDC and HUD should place emphasis on those areas where children are identified as suffering from lead-based paint poisoning.

—A total of $1,450,562,000 for 8,035 section 8/section 202 housing units for the elderly or handicapped. This amount includes $238,000,000 for amendments. A total of 6,026 units are provided for the regular section 202 housing for the elderly program. An additional 2,009 units are provided for the section 202 handicapped housing program. In addition, the Committee has also included bill language under the section 202 housing for the elderly or handicapped loan program which stipulates that not less than 500 section 202 units be allocated for individuals suffering from AIDS. These units are included within the 2,009 units provided for the handicapped.

—A total of $1,767,125,000 is provided for 57,000 section 8 existing units, including 15-year certificates, as required by law, for replacement of public housing units that are disposed of or demolished. Also, the Committee has made available 2,000 of the 57,000 units for the tenants of disposed of or demolished public housing units.

—A total of $1,370,225,000 for 47,000 housing voucher units. Within that total, the Committee has earmarked 45,000 incremental voucher units; 1,000 section 8 opt-outs; and 1,000 units for public housing relocation.

—A total of $440,600,000 for 16,500 loan management units. It is expected that this will be the principal form of assistance to address the prepayment of section 221 (d)(3) and section 236 mortgages. The Committee recognizes that this is one of the most serious problems in assisted housing today, and acknowledges the need for additional legislation in this area.

—A total of $1,046,250,000 for 10,000 property disposition units. This assistance is made available for a fifteen year contract period.

—A total of $1,883,442,000 for section 8 amendments, not including amendments for section 202. This is approximately

$500,000,000 above the 1990 approporiation. The Committee is concerned that far too many appropriated dollars are required for amendments. It is also concerned that this number could rise in subsequent years due to the lack of budget authority to fund existing section 8 contracts to term. Because of the increasing cost of amendments, the Department is directed to prepare a report indicating what the real amendment fund needs are for the next five years. The report should be submitted to the Committees on Appropriations no later than the end of calendar year 1990.

—A total of $25,000,000 is provided for the Nehemiah program.

The following table outlines in detail the Committee's recommendations.

ANNUAL CONTRIBUTIONS FOR ASSISTED HOUSING FISCAL YEAR 1991—GROSS RESERVATIONS

	Units	Cost	Term	Budget authority
Recaptures	NA	NA	NA	$236,375,000
Rescission of recaptures	NA	NA	NA	(236,375,000)
Transfer from Sec. 236 RHAF	NA	NA	NA	70,000,000
New Authority	NA	NA	NA	11,625,086,000
Total available	NA	NA	NA	11,695,086,000
Public/Indian Housing:				
Public Housing	7,500	$73,376	NA	550,320,000
Indian Housing	2,500	77,787	NA	194,468,000
Amendments	NA	NA	NA	219,205,000
Lease Adjustments	NA	NA	NA	25,100,000
Modernization	NA	NA	NA	2,700,000,000
Subtotal, Public/Indian	10,000			3,689,093,000
Section 8 and Other Programs:				
Section 202 new construction:				
Section 8 elderly	6,026	7,391	20	890,800,000
Amendments	NA	NA	20	186,000,000
Section 202(h) handicapped	2,009	8,009	20	321,762,000
Amendments	NA	NA	20	52,000,000
Subtotal, section 202	8,035			1,450,562,000
Vouchers:				
Incremental	45,000	5,831	5	1,311,975,000
Public housing relocation	1,000	5,825	5	29,125,000
Opt Outs	1,000	5,825	5	29,125,000
Subtotal, vouchers	47,000			1,370,225,000
Certificates: [1]				
Incremental certificates	55,000	6,189	5	1,701,975,000
P.H. Demolition/disposition	2,000	6,515	5	65,150,000
Subtotal, certificates	57,000			1,767,125,000
Moderate rehabilitation single room occupancy: [2]	(2,632)	3,799	10	(100,000,000)
Loan management	16,500	5,341	5	440,600,000
Property disposition	10,000	6,975	15	1,046,250,000
Section 23 conversions	1,300	3,506	5	22,789,000
Contract renewals [2]	(294,495)	NA	NA	(7,734,985,400)
Amendments:				
Existing Housing	NA	NA	5	768,000,000
Rainer View Requirements	NA	NA	7	70,000,000
Project Reserves	NA	NA	7	949,942,000

ANNUAL CONTRIBUTIONS FOR ASSISTED HOUSING FISCAL YEAR 1991—GROSS RESERVATIONS—Continued

	Units	Cost	Term	Budget authority
Moderate Rehab	NA	NA	10	70,000,000
Property Disposition	NA	NA	15	25,500,000
Subtotal, amendments	NA			1,883,442,000
Subtotal, section 8 and other	139,825	NA	NA	7,980,993,000
Total, Sec. 8, 202(h) and Public and Indian programs	149,835	NA	NA	11,670,086,000
Nehemiah Grants	NA	NA	NA	25,000,000
Total, all programs	149,835	NA	NA	11,695,086,000
Incremental Units:				
Annual contributions programs	118,035			
SRO Homeless units	2,632			
Total	120,667			

[1] Funding may also be used for project-based assistance, including 15-year certificates.
[2] Funding provided under separate appropriation.

The Committee requests that HUD survey public housing authorities to determine the effectiveness of the expedited lease and grievance procedure in speeding evictions from public housing in cases where tenants have been convicted of illegal drug distribution. In addition, this survey should solicit ideas from public housing authorities on other ways to fight drugs in public housing.

The fiscal year 1989 Supplemental Appropriations Act states that the "Secretary shall not later than 45 days after receipt of application by the mortgagee provide interest reduction and rental assistance payments" for uninsured section 236 mortgages. Despite this clear direction, HUD has not released any of the above mentioned so-called DeWilde pool funds. The Committee directs the Secretary adhere to the law and provide immediate interest reduction and rental assistance payments to eligible applicants.

ASSISTANCE FOR THE RENEWAL OF EXPIRING SECTION 8 SUBSIDY CONTRACTS

(INCLUDING TRANSFER OF FUNDS)

1990 appropriation	$1,074,492,000
Estimate, 1991	7,734,985,400
Recommended in bill	7,734,985,400

This program provides continued funding for units affected by contract expirations in 1991. This includes loan management contracts, existing certificates and vouchers.

Over the next five years (1991–1995) approximately 1,000,000 section 8 contracts will expire. The refunding costs for these units totals more than $32,000,000,000. The following table reflects the current estimate of contract expirations and funding requirements from 1990 through 1995:

Fiscal year	Total units	Refunding costs
1990	41,492	$1,074,492,000
1991	294,495	7,734,985,400
1992	250,389	7,078,821,000
1993	197,416	5,873,358,000
1994	173,401	5,425,853,000
1995	182,087	6,032,416,000

Although contract extensions require large amounts of budget authority each year starting in 1990, outlays are not increased as a result of renewals (other than normal inflationary increases) because renewals serve only to maintain the current inventory of subsidized units.

The Administration requests $7,734,985,400 for the renewal of expiring section 8 subsidy contracts in fiscal year 1991. This program level is estimated to provide for the extension of 294,495 units, consisting of 123,522 loan management units, 136,490 certificates and 34,483 vouchers. The budget request proposes that expiring contracts will be renewed using 5-year "in-kind" contracts. The budget request also proposes that these 1991 funds be provided in the annual contributions for assisted housing account and that 1990 renewal funds be transferred to the annual contribution account.

The 1991 bill includes the budget request of $7,734,985,400, for the renewal of expiring section 8 subsidy contracts in a separate account. The transfer of 1990 renewal funds to the annual contributions for assisted housing appropriation is denied.

RENTAL REHABILITATION GRANTS

1990 appropriation	$127,985,000
Estimate, 1991	70,000,000
Recommended in bill	135,000,000
Increase above estimate	+65,000,000

The rental rehabilitation grants program is designed to increase the supply of standard rental housing available to lower-income families in areas experiencing a shortage of decent rental housing units. Rehabilitation subsidies are provided to States and units of general local government for rehabilitation studies for a one-time, front-end mechanism such as a grant, a deferred payment loan, or a below-market interest loan. The rental rehabilitation program makes it feasible to rehabilitate rental properties for lower-income families by providing the difference in what the owner can afford to borrow from a private lending institution and what it actually takes to rehabilitate the property.

The budget requests a $70,000,000 appropriation for the rental rehabilitation grants program in fiscal year 1991. Of that amount, $68,500,000 is provided for rental rehabilitation grants, $1,405,000 is for technical assistance, and $95,000 is proposed for transfer to the research and technology account to support increased program evaluation and monitoring of HUD programs.

The Committee has recommended a total of $135,000,000 for the rental rehabilitation grants program in fiscal year 1991. This amount, together with an estimated $20,000,000 available from recaptures will provide for a total 1991 program level of $155,000,000.

The proposed transfer to the research and technology account has been denied as additional funding for program evaluation and monitoring activities has been provided in the research and technology and salaries and expenses appropriations.

As in the past, the Committee expects that a section 8 voucher will be made available for any recipient economically or physically displaced from a project undergoing rehabilitation. Bill language has again been included establishing the economic displacement level at 35 percent of adjusted gross income as the maximum required to receive a section 8 voucher. The Committee believes this is more equitable and is essential for housing poor families.

RENTAL HOUSING ASSISTANCE

(RESCISSION)

The rental housing assistance payments (RAP) program, authorized by the Housing and Community Development Act of 1974, is designed to aid very low-income families in section 236 projects by permitting HUD to provide additional subsidies equal to the difference between the basic rent and 30 percent of income for a certain percentage of units in a project. Generally, 20 to 40 percent of the units in a project are deemed eligible, but there are exceptions should the Secretary determine that a higher or lower percentage is needed to assure an adequate income mix for project stability.

The Department estimates the number of units eligible for payment to decline by 1,000 units between 1990 and 1991 due to mortgage insurance terminations. Projects lose their eligibility for payment when HUD acquires them. The budget assumes that up to $2,000,000 in annual contract authority, representing $46,000,000 in budget authority, will be deobligated during 1991 as a result of insurance terminations. The Committee recommends the proposed rescission of up to $2,000,000 in annual contract authority and $46,000,000 in budget authority in 1991.

HOUSING FOR THE ELDERLY OR HANDICAPPED FUND

(LIMITATION ON DIRECT LOANS)

1990 appropriation	$472,664,000
Estimate, 1991	282,543,000
Recommended in bill	491,570,000
Increase above estimate	+209,027,000

The section 202 housing for the elderly or handicapped program provides that the total amount of loans authorized for any fiscal year will not exceed the limits on such lending authority established in appropriations Acts. A limitation of $491,570,000 is recommended to finance the housing for the elderly or handicapped program in 1991. This is $209,027,000 above the budget request and should provide for approximately 6,026 "regular" section 202 housing units and 2,009 "handicapped" units under the separate and distinct program for the handicapped authorized in the 1987 housing legislation. The budget authority required to support this overall program level is $437,044,000.

The Committee has included language stipulating that not less than 500 of the section 202 handicapped units provided be allocated

for individuals suffering from acquired immune deficiency syndrome (AIDS). In allocating 202 units for persons with AIDS, the Committee recommends that these units be targeted to areas with a high incidence of AIDS and a low vacancy rate for affordable housing. The bill also includes language providing that handicap projects be dedicated for individuals with AIDS. In adding statutory language directing the Secretary to provide assistance under the 202 program for persons suffering from acquired immune deficiency syndrome, the Committee wishes to make clear that funds can be made available for a facility whose occupancy is limited to persons with this condition.

The Committee also recommends continuation of language limiting the program to qualified nonprofit sponsors, providing long-term permanent financing at a rate not to exceed 9.25 percent, and requiring that section 202 loan authority be "on budget" in fiscal year 1991.

CONGREGATE SERVICES

1990 appropriation	$5,829,000
Estimate, 1990	
Recommended in bill	7,000,000
Increase above estimate	+7,000,000

The congregate housing services program was authorized by the Housing and Community Development Amendments of 1978 to provide three- to five-year contracts to fund services for eligible residents of public housing and section 202 housing for the elderly or handicapped projects. The program is designed to promote and encourage elderly handicapped, non-elderly handicapped, or temporarily disabled individuals to maintain maximum independence in a home environment. In turn, this program should aid in avoiding costly and premature or unnecessary institutionalization of individuals and eventually reduce Government outlays for institutional care.

The Administration has not requested additional funding for the congregate services program in 1991. To date, $49,552,300 has been appropriated. This funding supports approximately 1,920 residents in 60 projects. Some of these grants will expire in 1991. The Department estimates that $7,000,000 would be required to extend all grants for the 60 existing projects an additional 12 months. To continue the existing services, the Committee has included $7,000,000 in the bill.

PAYMENTS FOR OPERATION OF LOW-INCOME HOUSING PROJECTS

1990 appropriation	$1,865,031,000
Estimate, 1991	1,825,731,000
Recommended in bill	2,000,000,000
Increase above estimate	+174,269,000

Public housing operating subsidies are provided to public housing authorities to assist in financing the operation of public housing projects. Operating subsidies are required to maintain operating and maintenance services and to provide for minimum project reserves.

The Committee recommends $2,000,000,000 for the payment of operating subsidies in fiscal year 1991. This is an increase of $174,269,000 above the budget request. These funds should satisfy performance funding system (PFS) requirements. Any funds available in 1991 over and above PFS requirements shall be allocated to PHAs first for increased liability insurance expenditures.

HOUSING COUNSELING ASSISTANCE

1990 appropriation	$3,446,000
Estimate, 1991	3,500,000
Recommended in bill	5,000,000
Increase above estimate	+1,500,000

Sections 106(a)(1)(iii) and 106(a)(2) of the Housing and Urban Development Act of 1968, as amended, authorize a program to provide a broad range of counseling services to tenants and homeowners. Based on section 106(a), the Department certifies and/or recertifies local public and private nonprofit agencies which provide HUD-approved counseling assistance. The Secretary is authorized to provide and/or contract with public or private organizations to provide information, advice and technical assistance. This may include counseling and advice to tenants and homeowners concerning property maintenance, financial management and other appropriate matters to assist them in improving their housing conditions and meeting their homeownership responsibilities. The Housing and Community Development Act of 1987 authorized a new emergency homeownership counseling program to provide additional grant assistance to nonprofit agencies providing counseling assistance to all homeowners.

The Committee continues to believe that dollars invested in housing counseling are returned far in excess of funds provided. The Department has testified that for every dollar invested in this program, six dollars are saved in preventing defaults and foreclosed mortgages. The Committee recommends an appropriation of $5,000,000 for housing counseling assistance in fiscal year 1991, an increase of $1,500,000 above the budget request. The proposed transfer of $2,000 to the research and technology account for increased program evaluation and monitoring is denied as additional funding for these activities is included under the research and technology and salaries and expenses appropriations.

FLEXIBLE SUBSIDY FUND

The flexible subsidy fund, formerly the troubled projects operating subsidy program, was initially authorized by the Housing and Community Development Amendments of 1978, and subsequently amended by the Housing and Community Development Act of 1987. The objectives of the program are to: (1) reduce claims on the Department's mortgage insurance funds by aiding projects in financial distress where existing sources of financial relief are inadequate to cure the project's problems, and (2) preserve and protect the existing supply of low- and moderate-income housing by upgrading the quality of management services and effecting short-term improvements which will enable projects to become self-sustaining and remain affordable by low- and moderate-income ten-

ants. Projects eligible for assistance under this program include those which have mortgages insured or held by HUD and are subsidized under the section 236 and section 221(d)(3) below-market interest rate programs or the rent supplement program. The Housing and Urban-Rural Recovery Act of 1983 requires that assistance be provided to eligible projects without regard to whether they are financed by insured or non-insured mortgages.

Section 185 of the Housing and Community Development Act of 1987 amends the existing statutory authority by expanding funding eligibility to include projects assisted under section 23 (on or before January 1, 1975) and to all projects constructed under section 202 prior to 1973. The Act also establishes a flexible subsidy revolving fund. Under the revolving fund, any recaptured obligations and loan repayments will be available for funding activities authorized under this program. Previously, all deobligations and loan repayments were credited to the general fund of the Treasury.

The budget proposes that an estimated $70,000,000 in excess rental receipts in the rental housing assistance fund be transferred to the annual contributions for assisted housing account instead of the flexible subsidy fund in fiscal year 1991. In addition, any interest and other income (mainly loan repayments) are proposed to be transferred from the flexible subsidy fund to the general account at the Treasury.

The bill includes language under the annual contributions for assisted housing account transferring not more than $70,000,000 from the rental housing assistance fund. The Committee has not accepted the proposal that any interest and other income from the flexible subsidy fund be transferred to the Treasury. Instead, language making funds available from collections and unobligated balances of excess rental charges above $70,000,000 is included in the bill.

FEDERAL HOUSING ADMINISTRATION

1990 appropriation	$350,093,000
Estimate, 1991	317,366,000
Recommended in bill	317,366,000

The budget proposes dividing the Federal Housing Administration Fund into two accounts in fiscal year 1991. Unsubsidized programs would be shown in the mutual mortgage and cooperative management housing insurance funds and subsidized programs in the general and special and risk insurance funds. The Committee does not agree with this proposal and provides the appropriation for losses, the credit limitation, and the temporary mortgage assistance payments limitation in a single account. This recommendation will provide the Department with more flexibility in administering the program than would the divided account proposal.

The Committee recommends the budget estimate of $317,366,000 to fund actual unrestored losses to the Federal Housing Administration Fund. These losses were incurred from liquidation of assigned mortgages and the sale of HUD-owned property in 1989. The appropriation includes $269,614,000 for the general insurance fund and $47,752,000 for the special risk insurance fund. Through fiscal year 1990, $5,245,847,000 have been appropriated to cover losses in these two funds.

The budget proposes credit control language to limit commitments of FHA mortgage insurance to $75,000,000,000 in fiscal year 1991. Of this amount, $62,000,000,000 is requested for the mutual mortgage and cooperative management housing insurance funds and $13,000,000,000 is requested for the general and special risk insurance funds. It is estimated that a total of $66,367,000,000 in commitments for insurance will be issued in fiscal year 1991. The bill includes the budget estimate of $75,000,000,000 for a single 1991 FHA mortgage insurance commitment limitation. The budget also requests language limiting temporary mortgage assistance payments to $151,125,000 in fiscal year 1991. Of this amount, $123,500,000 is for the mutual mortgage and cooperative management housing insurance funds and $27,625,000 is for the general and special risk insurance funds. The bill includes the budget estimate of $151,125,000 for the 1991 TMAP limitation in a single account.

NONPROFIT SPONSOR ASSISTANCE

Nonprofit sponsor assistance loans are authorized under the Housing and Urban Development Act of 1968 and provide a portion of the start-up costs for the section 202 housing for the elderly or handicapped program which many nonprofit sponsors traditionally lack. These direct loans are interest-free and may be used to cover the cost of planning for, constructing or rehabilitating section 202 housing units. Included among the eligible costs are such items as preliminary surveys and market analyses, preliminary site engineering, architectural fees, and expenses related to obtaining site control. Under certain conditions, these loans also may be used for site acquisition. To ensure the likelihood of financial stability, the amount of the loan is limited to 80 percent of the total eligible start-up costs with the project sponsor providing the other 20 percent. In addition, program regulations limit loan approvals to a maximum of $50,000 for each project. The loans are repaid from the first advance for construction costs under the section 202 direct loan program.

The bill includes a loan limitation of $1,100,000 for nonprofit sponsor assistance loans in fiscal year 1991. This is $570,000 above the requested level and is commensurate with the recommended level for the section 202 program.

DRUG ELIMINATION GRANTS FOR LOW-INCOME HOUSING

1990 appropriation	[1] ($98,409,000)
Estimate, 1991	150,000,000
Recommended in bill	100,000,000
Decrease below estimate	−50,000,000

[1] Comparable amount which includes $48,409,000 appropriated in the annual contributions for assisted housing account and $50,000,000 appropriated in the payments for operation of low-income housing projects account.

Drug elimination grants are provided to public housing agencies (PHAs) and Indian housing authorities (IHAs) to promote safe and decent housing communities by ridding PHAs and IHAs of drugs and drug-related crime. This appropriation provides funds for the development and implementation of various support activities in conjunction with resident management groups and resident coun-

sels to prevent and eliminate drug-related crime. In addition, funds are available for contractual services to operate a Drug Information Clearinghouse to gather information on drug prevention/enforcement programs as required by the Drug-Free Public Housing Act of 1988.

The budget requests a separate appropriation of $150,000,000 in fiscal year 1991 to provide a single source of funds for drug prevention/control activities. In 1990, funds were provided under the annual contributions and operating subsidies accounts. The budget also proposes that $202,000 of the 1991 appropriation be transferred to the research and technology account to support program evaluation and monitoring activities.

The bill includes $100,000,000 for drug elimination grants in fiscal year 1991. This amount will continue the program at approximately the current level. The bill also continues funding for contracts, technical assistance, and training at the 1990 level of $1,000,000. The proposed transfer of funds to the research and technology account has been denied as additional funding for program evaluation and monitoring activities has been provided in the research and technology and salaries and expenses appropriations.

The first selection of drug elimination grantees did not provide any funds for large cities. The Committee expects that additional allocations will provide funds for large city public housing projects. The Committee urges that the magnitude and severity of drug problems in public housing authorities in large cities be taken into consideration in future funding allocations.

Government National Mortgage Association

GUARANTEES OF MORTGAGE-BACKED SECURITIES

The guarantees of mortgage-backed securities program facilitates the financing of residential mortgage loans insured or guaranteed by the Federal Housing Administration, the Department of Veterans Affairs or the Farmers Home Administration. Funds are provided through investments in long-term securities guaranteed by the Government National Mortgage Association which are based on and backed by pools of such mortgages. The investment proceeds are used in turn to finance additional mortgage loans. Institutions which provide and service mortgages (such as mortgage companies, commercial banks, savings banks, and savings and loan associations) assemble pools of mortgages and issue securities backed by the pools. Buyers of securities include pension funds, state and local retirement funds and other investors who are not equipped or are unwilling to assume the complexities of managing mortgage portfolios. The program has attracted nontraditional sources of credit into the housing market. Approximately 70 percent of the funds used to purchase GNMA securities in 1989 came from nontraditional mortgage investors, including pension and retirement funds, life insurance companies and individuals.

The budget proposes language to limit loan guarantee commitments for mortgage-backed securities of the Government National Mortgage Association to $80,000,000,000 in 1991. The bill includes the requested 1991 limitation on new commitments of mortgage-backed securities of $80,000,000,000.

HOMELESS ASSISTANCE

EMERGENCY SHELTER GRANTS PROGRAM

1990 appropriation	$73,164,000
Estimate, 1991	71,285,000
Recommended in bill	75,000,000
Increase above estimate	+3,715,000

The emergency shelter grants program was authorized originally by the Homeless Housing Act of 1986 and is now authorized by title IV of the Stewart B. McKinney Homeless Assistance Act, as amended. The purpose of the program is to help increase the availability of temporary emergency shelters for the homeless. Grants are made for the renovation, major rehabilitation, or conversion of buildings for use as emergency shelters for the homeless, and for payment of certain operating and social services in connection with emergency shelters for the homeless. The 1988 McKinney Act Amendments added a new category of homeless prevention. The funds are allocated to metropolitan cities and urban counties, states, and territories in accordance with the community development block grant formula. Grantees must match the HUD grant with an equal amount of funds. Any building for which shelter grants are used must be maintained as a shelter for the homeless for not less than three years, or for not less than 10 years if the grant is used for major rehabilitation or conversion of a building.

The bill includes $75,000,000 for the emergency shelter grants program in fiscal year 1991. The $3,715,000 increase above the budget request will continue the program at approximately the current level. The proposed transfer of $98,000 to the research and technology account for increased program evaluation and monitoring is denied as additional funding for these activities is included under the research and technology and salaries and expenses appropriations.

TRANSITIONAL AND SUPPORTIVE HOUSING DEMONSTRATION PROGRAM

1990 appropriation	$126,825,000
Estimate, 1991	143,592,000
Recommended in bill	150,000,000
Increase above estimate	+6,408,000

The transitional housing demonstration program was first authorized in the Homeless Housing Act of 1986. The expanded supportive housing demonstration program was authorized by title IV of the Stewart B. McKinney Homeless Assistance Act, as amended. This demonstration program, which began in 1987, is designed to develop innovative approaches for providing supportive housing and services, especially to deinstitutionalized homeless individuals, homeless families with children, homeless individuals with mental disabilities and other homeless persons. Funds are available to eligible units of government, tribes, and private nonprofit organizations in the form of non-interest bearing advances, grants for moderate rehabilitation and/or annual payments for operating costs.

The bill includes $150,000,000 for the transitional and supportive housing demonstration program in fiscal year 1991. This amount is an increase of $6,408,000 above the 1991 budget request and

$23,175,000 above the 1990 level. The proposed transfer of $193,000 to the research and technology account for increased program evaluation and monitoring is denied as additional funding for these activities is included under the research and technology and salaries and expenses appropriations.

SUPPLEMENTAL ASSISTANCE FOR FACILITIES TO ASSIST THE HOMELESS

1990 appropriation	$10,830,000
Estimate, 1991	
Recommended in bill	15,000,000
Increase above estimate	+15,000,000

The supplemental assistance for facilities to assist the homeless program is authorized by title IV of the Stewart B. McKinney Homeless Assistance Act, as amended. Funds are made available to provide comprehensive assistance for particularly innovative programs or alternative methods of meeting the immediate and long-term needs of the homeless. Funds may also be used to supplement assistance received under the emergency shelter grants program and the transitional and supportive housing demonstration program to meet the needs of special population groups and to make use of underutilized public buildings. Special population groups include homeless families with children, elderly homeless individuals, and the handicapped.

Awards may be made to a state, metropolitan city, urban county, tribe, or private nonprofit organization. Assistance is provided in the purchase, lease, renovation, or conversion of facilities to assist the homeless. Additionally, supportive services, such as food, child care, assistance in obtaining permanent housing, outpatient health services, employment counseling, nutritional counseling, security arrangements necessary for the protection of residents of facilities to assist the homeless, and such other services essential for maintaining independent living, are eligible uses of these funds. Assistance may be provided only to an applicant who: (1) has shown a commitment to alleviating poverty; (2) has furnished assurances that any property purchased, leased, renovated, or converted will be operated for not less than 10 years; and (3) has continuing capacity to effectively provide assistance to homeless individuals.

The budget proposes to rename the supplemental assistance for facilities to assist the homeless program to the rental housing assistance for the homeless program. A 1991 appropriation of $161,000,000 is requested for the new program, of which $218,000 is proposed to be transferred to the research and technology account for program evaluation and monitoring activities.

The bill includes $15,000,000 for supplemental assistance for facilities to assist the homeless in fiscal year 1991. Funding of the proposed new rental housing assistance for the homeless program is deferred until such time as the program is authorized, rules and regulations are promulgated, and the Committee has an opportunity to review the program.

SECTION 8 MODERATE REHABILITATION SINGLE ROOM OCCUPANCY

1990 appropriation	$73,185,000
Estimate, 1991	[1] 49,571,300

Recommended in bill	100,000,000
Increase above estimate	+50,428,700

[1] Requested in the annual contributions for assisted housing account.

The section 8 moderate rehabilitation single room occupancy program provides permanent housing for the homeless. This program serves single individuals, the largest segment of the homeless population and addresses the large reduction in available low-cost housing of this type in the private sector. The amounts made available under this program are allocated on the basis of a national competition to the eligible applicants that best demonstrate a need for assistance and the ability to undertake and carry out a workable program. No single city or urban county shall be eligible to receive more than 10 percent of the assistance made available under this section.

The budget requests $49,571,300 for the section 8 moderate rehabilitation single room occupancy program in fiscal year 1991. The 1991 budget proposes to include funding for this program in the annual contributions for assisted housing account and transfer the balance of the 1990 appropriation to the annual contributions account.

The bill includes $100,000,000 in a separate section 8 moderate rehabilitation single room occupancy account in fiscal year 1991. This will support approximately 2,600 units.

The Committee is supportive of the single room occupancy (SRO) program and expects that the Department will act favorably on a number of suggestions made by project sponsors to make the program more responsive to resident needs. Among the suggestions, which should be implemented administratively, is to make counseling rooms and furnishings for supportive services eligible costs where a demonstrated need exists. Also, increased maintenance and security costs endemic to SROs should be factored into eligible costs.

Solar Energy and Energy Conservation Bank

ASSISTANCE FOR SOLAR AND CONSERVATION IMPROVEMENTS

Title V of the Energy Security Act of 1980 authorized the creation of the Solar Energy and Energy Conservation Bank to encourage energy conservation and the use of solar energy. It provided funds to subsidize loans and grants for the installation of energy conservation and solar energy improvements in single and multifamily residences, and agriculture and commercial buildings.

The authorization for the Bank has expired. Although no funds are expected to become available in 1991, the budget proposes that any recaptures or balances that might become available be rescinded as amounts are now too small to run an effective program. The bill includes the requested language to withdraw any recaptures.

Community Planning and Development

COMMUNITY DEVELOPMENT GRANTS

1990 appropriation	$2,926,514,000
Estimate, 1991	2,756,000,000
Recommended in bill	3,000,000,000
Increase above estimate	+244,000,000

Title I of the Housing and Community Development Act of 1974, as amended, authorizes the Secretary to make grants to units of general local government and states for local community development programs. The primary objective of the block grant program is to develop viable urban communities providing decent housing and a suitable living environment and to expand economic opportunity, principally for persons of low and moderate income.

Pursuant to the Department of Housing and Urban Development Reform Act of 1989, Indian tribes will be funded from the entitlement funding category beginning in 1991. Up to one percent of the total appropriation will be set aside as part of the entitlement allocation for awards to tribes on a competitive basis.

The HUD Reform Act of 1989 redesignated section 107 as "special purpose grants" replacing the former "Secretary's Discretionary Fund," beginning in 1990. Special purpose grants consist of five program categories providing assistance for community development for insular areas; historically black colleges; work study; funding for states and units of general local government to correct any miscalculation of their share of funds under section 106; and technical assistance in planning, developing and administering programs under title I.

The budget requests $2,756,000,000 for community development grants in fiscal year 1991. This amount includes $3,735,000 proposed for transfer to the research and technology account for program evaluation and monitoring activities. The Committee recommends a program level of $3,000,000,000 for community development grants in fiscal year 1991. The increase of $244,000,000 above the budget request will continue this program at approximately the current level. The proposed transfer of funds for program evaluation and monitoring activities has been denied as additional funding for that purpose has been included under the research and technology and salaries and expenses appropriations.

The bill includes the requested language earmarking not to exceed $14,500,000 for special purpose grants in fiscal year 1991. This amount includes $7,000,000 for insular areas, $3,000,000 for the work study program, and $4,500,000 for historically black colleges.

The bill also includes the $5,000,000 requested for the child care demonstration. In addition, requested bill language has also been included to prohibit "lump sum payments" to revolving funds established under section 104(h) for housing rehabilitation activities under the community development block grant program.

Finally, language has also been included in the bill limiting loans under section 108 to $140,000,000 in fiscal year 1991. This compares to the 1990 level of $141,768,000 and to the Administration's 1991 zero budget request.

The Secretary of Housing and Urban Development shall, not later than June 1, 1993, report to the Congress with respect to the adequacy, effectiveness, and equity of the formula used for allocations of funds under Title I of the Housing and Community Development Act of 1974, with specific analysis and recommendations concerning the structure of the formulas, the eligibility criteria,

the formula factors, and the actual weight that is assigned to the formula factors. The study should also specifically examine the appropriateness of using pre-1940 housing as a factor without considering the occupants of such housing, the effects of increasing the emphasis on poverty and the affects on grants caused by the increasing number of entitlement communities. The study should be completed using the data derived from the 1990 census.

Most states administer and award nonentitlement community development grants to units of government within its own jurisdiction. The Department should advise the states that in making these grant awards, recognition should be given to the fact that these are Federal funds distributed by the states.

URBAN DEVELOPMENT ACTION GRANTS

Title I of the Housing and Community Development Act of 1974, as amended, authorizes grants to distressed cities and distressed urban counties to fund economic development projects. The budget proposes a rescission of all 1991 unobligated funds. The estimate of the rescission is $10,000,000. Legislation is proposed to repeal the urban development action grants program. The bill does not include the proposed rescission of an estimated $10,000,000 of recaptured UDAG funds. While there has not been an appropriation of funds for the UDAG program since 1988, recaptured funds from prior obligations have permitted several funding rounds and some recaptured funds have been transferred to other programs.

REHABILITATION LOAN FUND

Section 312 of the Housing Act of 1964, as amended, authorizes the Secretary to make rehabilitation loans for single family and multifamily residential properties and non-residential properties. Loans may be made only if the rehabilitation is: (1) necessary for the execution of an approved community development program; or (2) in support of an approved urban homesteading program. Priority generally is given to applications submitted by low- and moderate-income persons who own property and will occupy it upon completion of rehabilitation. The Department charges a minimum interest rate of three percent for low- and moderate-income families and a "floating" interest rate for all other loans.

The budget proposes to terminate the section 312 program at the end of 1990 and to transfer the estimated unobligated balance of $87,000,000 in 1991 to the annual contributions for assisted housing account. Other assets and liabilities would be transferred to the revolving fund (liquidating programs).

The Committee has included bill language to continue the rehabilitation loan program in 1991 using repayments. This program provides an important source of financing for rehabilitation by homeowners and has directly supported urban homesteading activities.

URBAN HOMESTEADING

1990 appropriation	$12,995,000
Estimate, 1990	50,000,000
Recommended in bill	15,000,000
Decrease below estimate	−35,000,000

Section 810 of the Housing and Community Development Act of 1974, as amended, authorizes the Secretary to transfer without payment to a unit of general local government, state, or public agency, any HUD-owned, unoccupied one- to four-family residences that the Secretary determines is suitable for use in an urban homesteading program. The appropriation for urban homesteading reimburses the Federal Housing Administration Fund for the current market value of HUD-owned properties transferred for use in the program, less estimated holding costs which would have been incurred had the property been marketed using standard disposition methods. Section 810 funds are also available to reimburse the Department of Veterans Affairs and the Farmers Home Administration for the value of properties used in the program.

The budget requests $50,000,000 for urban homesteading in fiscal year 1991, of which $47,000 is proposed for transfer to the research and technology account for program evaluation and monitoring activities. The bill includes $15,000,000 for the urban homesteading program in fiscal year 1991. This will continue the program at approximately current level. The proposed transfer of funds to the research and technology account for program evaluation and monitoring activities is denied as additional funds for this purpose have been added to the research and technology and salaries and expenses appropriations.

Policy Development and Research

RESEARCH AND TECHNOLOGY

1990 appropriation	$20,426,000
Estimate, 1991	[1] 23,000,000
Recommended in bill	30,000,000
Increase above estimate	+7,000,000

[1] Does not include $25,000,000 to be transferred to the research and technology appropriation from 12 other HUD accounts.

The Housing and Urban Development Act of 1970 directs the Secretary to undertake programs of research, studies, testing, and demonstrations related to the HUD mission. These functions are carried out internally and through contracts with industry, nonprofit research organizations, and educational institutions, and through agreements with State and local governments and other federal agencies.

The budget requests $23,000,000 for research and technology in fiscal year 1991. In addition, the budget proposes to transfer $25,000,000 from other HUD accounts to support increased program evaluation and monitoring activities.

The bill includes a direct appropriation of $30,000,000 for research and technology in fiscal year 1991. The Committee has provided funds for program evaluation and monitoring activities by direct appropriation instead of by transfer from various HUD accounts. The $7,000,000 increase above the budget request includes the following changes from the budget estimate:

—$1,000,000 from the program request. The reduction is to be taken at the discretion of the Department.

+$8,000,000 for program evaluation and monitoring activities. This amount, together with $2,000,000 provided in the salaries and expenses appropriation will provide for a total program of $10,000,000. The Committee believes this funding level for program evaluation and monitoring activities is adequate for the first year and until more specifics are known. The $2,000,000 increase in the salaries and expenses account will provide for 40 staff years to increase the in-house capability.

The fiscal year 1990 conference agreement added $500,000 above the budget request for housing technology research. The Committee expects that HUD will continue this important research.

Fair Housing and Equal Opportunity

FAIR HOUSING ACTIVITIES

1990 appropriation	$12,410,000
Estimate, 1991	12,200,000
Recommended in bill	12,200,000

The Fair Housing Act, title VIII of the Civil Rights Act of 1968, as amended by the Fair Housing Amendments Act of 1988, prohibits discrimination in the sale, rental and financing of housing and authorizes assistance to state and local agencies in administering the provisions of the fair housing law. The Housing and Community Development Act of 1987, as amended, expanded the Department's authority in combating discrimination in housing by authorizing the fair housing initiatives. These initiatives are intended to strengthen support for public and private organizations, including expanded education and outreach, and administrative and private enforcement.

The budget requests $12,200,000 for fair housing activities in fiscal year 1991. Of the amount requested, $6,591,000 is allocated for the fair housing assistance program, $5,591,000 for the fair housing initiatives program, and $17,000 for transfer to the research and technology account for program evaluation and monitoring activities.

The Committee recommends the budget request of $12,200,000 for fair housing activities in fiscal year 1991. The proposed transfer of funds for program evaluation and monitoring activities is denied as additional funds for those purposes have been included in the research and technology and salaries and expenses appropriations.

Management and Administration

SALARIES AND EXPENSES

(INCLUDING TRANSFER OF FUNDS)

	Appropriation	By transfer FHA funds	Total
1990 appropriation	$345,407,000	$385,659,000	$731,066,000
Estimate, 1991	426,124,000	380,342,000	806,466,000
Recommended in bill	426,124,000	390,342,000	816,466,000
Increase above estimate		+10,000,000	+10,000,000

This appropriation finances all salaries and related costs associated with administering the programs of the Department of Housing and Urban Development, except the Office of Inspector General. These activities include housing and mortgage credit programs; community planning and development programs; equal opportunity, research, regulatory and insurance programs; departmental management, legal services; and field direction and administration.

In total the bill contains $816,466,000 for salaries and expenses of the Department in fiscal year 1991, an increase of $10,000,000 above the budget estimate. The recommendation includes $390,342,000 from the various funds of the FHA. This amount, together with $8,409,000 in transfers from other sources, will provide for a total of $824,875,000 for the management of HUD.

The Committee recommendation includes the following changes from the budget estimate:

+$10,000,000 for 200 staff years in the Federal Housing Administration. The additional staff is to be allocated to the field only.

The Committee understands that processing for the FHA multifamily full insurance programs can easily take up to two years in some areas. With the elimination of the FHA coinsurance program, the Committee is concerned that there is currently no effective Federal insurance program for affordable multifamily housing. Therefore, the Secretary is directed to develop and implement a delegated processing program for the FHA full insurance programs similar to the program proposed in December of 1989 by no later than November 30, 1990. The Federal government should be adequately protected under this program provided that HUD sets the mortgage amount and reviews the appraisal of the property.

+$1,300,000 for the Housing Assistance Council.

+$2,000,000 for 40 staff years to increase in-house program evaluation and monitoring. The Committee has added funds for in-house staffing to provide a balance in the Department's new program evaluation and monitoring activities. The Committee expects that the program offices will be actively participating in the evaluation and monitoring activities and should receive some part of the additional staff.

+$1,750,000 for 35 staff years to increase public and Indian housing programs to the 1,402 level. The additional staff is to be allocated to the field only.

−$1,865,000 and 33 staff years from the Office of General Counsel. The staffing reduction is not to be applied to the work associated with the new fair housing activities.

−$3,185,000 as a general reduction to be applied at HUD's discretion to programs other than housing, public and Indian housing, and the Housing Assistance Council. Any necessary staffing reductions are to be applied to the headquarter's office only.

The appropriations Acts for the last four years have contained language establishing minimum staffing levels for the public and Indian housing programs. This language was included to begin rebuilding the public and Indian housing programs. To continue this effort, the bill contains language requiring a minimum staffing

level of 1,402 for public and Indian housing programs in fiscal year 1991.

Various reports have indicated the need for additional staffing to efficiently and effectively operate and monitor the Department's programs. The Committee has recommended that staffing be increased by 242. Notwithstanding, the Committee is concerned that additional staffing is required. The Department is directed to review various reports that suggest there are inadequate staff levels, especially in the housing programs, and submit a budget amendment to reflect the funding and staffing necessary to ensure that the programs are efficiently and effectively operated.

The following table reflects the 1991 staffing recommendations by program. The Committee expects the staffing to be allocated as shown below:

	1991	
	Request	Recommendation
Housing:		
Washington	1,117	1,117
Field	5,918	6,118
Public and Indian Housing:		
Washington	148	148
Field	1,219	1,254
Government National Mortgage Association: Washington	61	61
Community Planning and Development:		
Washington	271	271
Field	861	861
Policy Development and Research: Washington	147	147
Fair Housing and Equal Opportunity:		
Washington	170	170
Field	592	592
Departmental Management: Washington	149	149
Office of General Counsel: Washington	271	238
Field Legal Services: Field	299	299
Administration and Staff Services: Washington	707	707
Working Capital Fund: Washington	284	284
Field Direction and Operational Support: Field	533	533
Field Administration: Field	919	919
Program Evaluation and Monitoring		40
Total	13,666	13,908

Finally, the Committee is concerned with the increases in central office staffing. To address this problem languge has been included in the bill under administrative provisions earmarking headquarters staff by office. The Committee has included the requested staffing levels except for the Office of General Counsel which is maintained at the 1990 level.

OFFICE OF INSPECTOR GENERAL

(INCLUDING TRANSFER OF FUNDS)

	Appropriation	By transfer FHA funds	Total
1990 appropriation	$23,795,000	$6,391,000	$30,186,000
Estimate, 1991	29,283,000	8,557,000	37,840,000
Recommended in bill	29,283,000	8,557,000	37,840,000

This appropriation provides agency-wide audit and investigative functions to identify and correct management and administrative deficiencies which create conditions for existing or potential instances of fraud, waste and mismanagement. The audit function provides internal audit, contract audit, and inspection services. Contract audits provide professional advice to agency contracting officials on accounting and financial matters relative to negotiation, award, administration, repricing, and settlement of contracts. Internal audits review and evaluate all facets of agency operations. Inspection services provide detailed technical evaluations of agency operations. The investigative function provides for the detection and investigation of improper and illegal activities involving programs, personnel, and operations.

The budget requests $37,840,000 for the Office of Inspector General appropriation in fiscal year 1991. This amount includes $8,557,000 from the various funds of the FHA. This amount, together with $509,000 from the consolidated fee account will provide a total of $38,349,000 for OIG activities in 1991. This level of funding will support the requested 550 staff years. The bill includes the budget estimate of $37,840,000 for the Office of Inspector General in fiscal year 1991.

ADMINISTRATIVE PROVISIONS

Nine administrative provisions have been included under the Department of Housing and Urban Development. Bill language would permit the City of Lebanon and the County of Luzerne (three communities), Pennsylvania, to retain certain proceeds from urban renewal land disposition sales for use in accordance with CDBG specifications. Language has also been included to permit the City of Pittsfield, Massachusetts, to retain certain proceeds from urban renewal land disposition sales for use in accordance with CDBG program specifications and to forgive a HUD public facilities loan debt incurred by the Town of Fairmount Heights in Prince George's County, Maryland. Bill language would permit the Borough of East Stroudsburg, Pennsylvania, to retain certain proceeds from urban renewal land disposition sales for use in accordance with CDBG program specifications. Bill language also authorizes the use of excess residual reserve receipts from two Seattle housing projects, Bay View Tower and Market House, for the benefit of low-income tenants. Language has been included in the bill restoring funds in a housing development action grant to the City of Santa Cruz, California, for the construction of low-income housing at the site

known as the Alborada project. Language has been included in the bill limiting central office staffing by office.

Finally, bill languge has been included to continue the current maximum Federal Housing Administration loan on a one-family home at $124,875.

TITLE III

INDEPENDENT AGENCIES

American Battle Monuments Commission

SALARIES AND EXPENSES

1990 appropriation	$16,032,000
Estimate, 1991	15,402,000
Recommended in bill	15,900,000
Increase above estimate	+498,000

The Commission is responsible for the administration, operation and maintenance of cemetery and war memorials to commemorate the achievements and sacrifices of the American Armed Forces in hostilities occurring since 1917. There are 24 cemetery memorials, 14 monuments, and two bronze tablets located outside the United States. In addition, four memorials are located in the United States: the East Coast Memorial in New York City; the West Coast Memorial at the Presidio in San Francisco; the Honolulu Memorial in the National Memorial Cemetery of the Pacific; and the American Expeditionary Forces Memorial in Washington, D.C.

The Committee recommends $15,900,000 to administer, operate and maintain the American Battle Monuments Commission's monuments, cemeteries, and memorials throughout the world. This amount is an increase of $498,000 above the President's request. The additional funds are made available to help reduce the backlog of accumulating maintenance work resulting from the necessary absorption of "pay cost" increases of the past three years.

Consumer Product Safety Commission

SALARIES AND EXPENSES

1990 appropriation	$35,147,000
Estimate, 1991	35,609,000
Recommended in bill	37,109,000
Increase above estimate	+1,500,000

The Consumer Product Safety Commission is an independent regulatory agency established to reduce unreasonable risk of injury associated with consumer products. The primary responsibilities and overall goals of the Consumer Product Safety Commission set forth by the Consumer Product Safety Act are:

1. To protect the public against unreasonable risk of injury associated with consumer products;
2. To assist in evaluating the comparative safety of consumer products;
3. To develop uniform safety standards for consumer products and to minimize conflicting State and local regulations; and

4. To promote research and investigation into the causes and prevention of product-related deaths, illnesses and injuries.

The Committee recommends $37,109,000. This is an increase of $1,500,000 above the budget request to be allocated in the following manner:

+$500,000 to restore funding for hazard contracts.

+$950,000 for transfer to the National Institute on Standards and Technology for the Technical Study Group on Cigarette and Little Cigar Safety to design and implement a study to collect data about the characteristics of those cigarettes, ignited products, and smokers that are involved in fires.

+$50,000 for travel expenses of individuals participating in the above mentioned study by the Technical Study Group on Cigarette and Little Cigar Safety. Total travel expenses for this study are not to exceed the $50,000 provided.

The Committee is concerned with the amount of resources directed toward agency management and directs the CPSC to submit to the Committee a proposal to reorganize the Commission. This proposal should allocate more resources to the Commission's three program areas: Hazard Identification and Analysis, Hazard Assessment and Reduction, and Compliance and Enforcement. The proposal should be submitted to the Committee by December 31, 1990. The Committee strongly encourages the Commission to consider reducing the number of SES positions and GS positions graded 14 and above.

In the interim, the Commission is directed to reduce Agency Management by 10 FTE and place 2 FTE in Hazard Identification and Analysis, 4 FTE in Hazard Assessment and Reduction and 4 FTE in Compliance and Enforcement.

Court of Veterans Appeals

SALARIES AND EXPENSES

1990 appropriation	$3,893,000
Estimate, 1991	9,560,000
Recommended in bill	9,560,000

The Veterans Benefits Administration Adjudication Procedure and Judiciary Review Act established the Court of Veterans Appeals. The Court allows Department of Veterans Affairs benefits claimants to seek review of a denial of benefits. The Court has the authority to overturn VA findings of fact that it concludes are clearly erroneous, as well as VA regulations or interpretations of law.

The Administration's 1991 request for the Court of Veterans Appeals is $9,560,000, an increase of $5,667,000 above the 1990 level. This significant increase has been included in the bill and should provide for all operations of this newly created court. These funds include an additional $600,000 for building alterations and rent for the Court's permanent quarters as requested in a budget amendment. Bill language has been included exempting the Court from the section 509 limitation on personnel compensation and benefits costs.

Department of Defense—Civil

Cemeterial Expenses, Army

SALARIES AND EXPENSES

1990 appropriation	$12,374,000
Estimate, 1991	12,236,000
Recommended in bill	12,236,000

The Secretary of the Army is responsible for the administration, operation, and maintenance of Arlington National Cemetery and the Soldier's and Airmen's Home National Cemetery. For fiscal year 1989, there were 3,051 interments and 1,155 inurnments in these cemeteries. Additionally, there will be an estimated 3,200 interments and 1,210 inurnments in fiscal year 1990 and 3,360 interments and 1,270 inurnments in fiscal year 1991.

The Committee recommends the Administration request of $12,236,000 and 140 fulltime equivalents to administer, operate, maintain, and provide ongoing development at the Arlington National and Soldier's and Airmen's Home National Cemeteries for fiscal year 1991.

The Committee has included bill language continuing the availability of funds until expended in view of the long-standing practice of providing such flexibility to Arlington National Cemetery.

Finally, the Committee directs the Army to assess the feasibility of permitting school buses to park free of charge for two hours at the Arlington National Cemetery. The assessment should be submitted to the Committee no later than December 31, 1990.

Environmental Protection Agency

1990 appropriation	$5,486,563,000
Estimate, 1991	5,580,709,000
Recommended in bill	6,012,175,000
Increase above estimate	+431,466,000

The Environmental Protection Agency was created by Reorganization Plan No. 3 of 1970, which consolidated nine programs from five different agencies and departments. Major EPA programs include air and water quality, drinking water, hazardous waste, pesticides, radiation, toxic substances and Superfund. In addition, EPA provides Federal assistance for the construction grants program and state revolving funds to build facilities to treat municipal wastewater. The Agency is responsible for conducting research and development, establishing environmental standards, monitoring pollution conditions, enforcing compliance, and providing technical assistance and grant support to states, which are delegated authority for actual program implementation.

SALARIES AND EXPENSES

1990 appropriation	$864,409,000
Estimate, 1991	999,700,000
Recommended in bill	995,000,000
Decrease below estimate	−4,700,000

The salaries and expenses appropriation supports all internal costs of administering EPA's programs, exclusive of the Hazardous

Substance Superfund, the Leaking Underground Storage Tank Trust Fund, and the Office of the Inspector General. This account provides support for executive direction and management of all agency programs at Headquarters, the ten regional offices and all field stations, as well as all personnel and administrative costs associated with EPA's operating program.

The Committee recommends $995,000,000 for salaries and expenses in fiscal year 1991. This is a decrease of $4,700,000 below the budget request. The reduction should be taken from headquarter's support activities, including consulting services, at the agency's discretion, subject to normal reprogramming procedures. The Committee continues to note that a disproportionate share of resources has been dedicated to Washington offices in recent years, while many field units are seriously underfunded. The Committee has not included the proposed language related to the licensing fund.

OFFICE OF INSPECTOR GENERAL

1990 appropriation	$30,903,000
Estimate, 1991	38,709,000
Recommended in bill	37,000,000
Decrease below estimate	−1,709,000

This account provides EPA audit and investigative functions to identify and correct management and administrative deficiencies which could lead to fraud, waste or abuse. Pursuant to the Inspector General Act Amendments of 1988, the appropriation for the Office of Inspector General is provided in a separate account.

The Committee recommends $37,000,000 for the Office of Inspector General in fiscal year 1991. This is a decrease of $1,709,000 below the budget request and an increase of $6,097,000—or 20 percent—above 1990. Of the amount provided, $13,107,000 shall be derived from the Hazardous Substance Superfund Trust Fund, and $575,000 shall be derived from the Leaking Underground Storage Tank Trust Fund. The Committee again wants to make clear that these transferred funds are provided in addition to amounts appropriated to the Superfund and LUST accounts.

RESEARCH AND DEVELOPMENT

1990 appropriation	$229,820,000
Estimate, 1991	249,000,000
Recommended in bill	254,900,000
Increase above estimate	+5,900,000

The research and development account funds all extramural EPA research (except Superfund) carried out through grants, contracts and cooperative agreements. Research projects address a wide range of environmental and health concerns across all media and encompass both long-term exploratory studies and near-term research to support regulations and standards.

The Committee recommends $254,900,000 for EPA research and development in fiscal year 1991. This is an increase of $5,900,000 above the budget request based on the following changes:

+$3,500,000 for the Center for Environmental Management to continue critical policy and research studies in pollution prevention, risk assessment and communication, and monitoring technologies.

+$1,500,000 to establish solar and renewable energy cost-shared commercialization projects to demonstrate how solar applications can be used to displace or offset fossil energy producing global climate change gases.

+$250,000 for research on control of the "Zebra mussel". This small but prodigious animal has caused serious problems throughout the Great Lakes—particularly in clogging municipal and private water intakes and other essential infrastructure facilities.

+$1,000,000 to establish a cooperative program with the Water Pollution Control Federation Research Foundation to be matched on a one-to-one ratio with the water pollution industry. These funds are provided in addition to any monies EPA may allocate to this activity in 1991.

−$4,250,000 from global warming research to offset concomitant increases for climate policy studies under the abatement, control and compliance account. The Committee continues to believe that these monies are better allocated by placing a higher priority on policy studies which offer more practical benefits in terms of assessing and implementing global warming control measures.

+$2,500,000 for the Gulf Coast Hazardous Substance Research Center at Beaumont, Texas.

+$1,000,000 for the Robert S. Kerr Environmental Research Laboratory at Ada, Oklahoma.

+$400,000 for a demonstration pilot plan in cooperation with the National Resources Research Institute's Minerals Research Laboratory to extract toxic metals and organic pollutants from contaminated bottom sediments.

Bill language has also been included to permit up to $11,600,000 to be used for laboratory equipment procurement as requested. The Committee has not included the proposed language related to the use of research and development funds for facility construction and repairs. These activities should be addressed under monies provided through the buildings and facilities account.

ABATEMENT, CONTROL, AND COMPLIANCE

1990 appropriation	$798,434,000
Estimate, 1991	865,300,000
Recommended in bill	1,006,525,000
Increase above estimate	+141,225,000

The abatement, control, and compliance account encompasses a broad range of pollution control efforts for all media except Superfund. These activities include setting environmental standards, issuing permits, monitoring emissions and ambient conditions and providing enforcement oversight. In most cases the states are directly responsible for actual operation of the various environmental programs. Almost one-half of the funds in this account are provided by EPA in the form of grants to support state program activities.

The bill includes $1,006,525,000 for abatement, control, and compliance in 1991. This increase of $141,225,000 above the budget request is comprised of the following changes:

+$1,000,000 for the Rouge River basin non-point source control demonstration.

+$100,000 for on-going public improvements to upgrade shoreside facilities for homeporting the new Great Lakes research vessel.

+$9,700,000 of which $8,700,000 is for the lease/purchase of a dedicated class VII supercomputer to support the regional acid deposition monitoring program, and $1,000,000 for planning and site acquisition for a new EPA Center for Ecology Research and Training to be established at Bay City, Michigan.

+$1,000,000 for controlling erosion and sedimentation in the Great Lakes Basin.

+$500,000 for EPA's Water Conservation Task Force.

+$2,000,000 for oil spill research.

+$3,500,000 for the Great Lakes National program office to be primarily dedicated to the large lakes laboratories at Duluth, Minnesota, and Grosse Ile, Michigan. In addition, a part of these funds should be allocated to help mitigate the increasingly serious problem of the zebra mussel on Great Lakes infrastructure and facilities, such as municipal water intakes, etc. The Committee also directs EPA to conduct a full review of the effectiveness and efficiency of the current Great Lakes office and associated activities and to submit a report to the Committees on Appropriations by December 31, 1990.

+$1,000,000 for the Small Flows Clearinghouse at West Virginia University.

+$1,000,000 for the National Rural Water Association's Groundwater Protection Program.

+$3,900,000 for the National Rural Water Association.

+$100,000 for training minority and women contractors in radon mitigation under programs managed by the Agency's Office of Small and Disadvantaged Business Utilization.

+$600,000 to complete a two-year cooperative study on high risk pollution in the Baton Rouge/New Orleans corridor.

+$5,000,000 for global climate change policy studies to encourage the early implementation of critical control measures.

+$8,000,000 for the nationally competitive clean lakes program.

+$2,000,000 for academic training.

+$48,050,000 for asbestos in schools loans and grants. Bill language has been included to earmark $2,800,000 of these funds for worker and contractor training and certification, in addition to the normal funds available for administrative expenses. Of the funds earmarked, $1,500,000 is provided to continue asbestos worker training through joint labor-management funds; $1,200,000 for State training certification programs; and $100,000 for grants for women and minority contractors.

+$40,000,000 for non-point source grants under section 319 of the Clean Water Act.

+$3,000,000 for lead-based paint studies and support. The Committee believes that EPA's technical expertise and its recent experience with asbestos and radon make the agency singularly qualified to develop the training curricula for lead-based paint abatement and to assure that contractors and inspectors are qualified. The agency is urged to take the lead on

these matters and to establish a detailed work plan with the Department of Housing and Urban Development by October 1, 1990, to assure a coordinator approach on all training and certification issues.

+$275,000 for the Lake Pontchartrain new wetlands creation demonstration project.

+$500,000 for assistance to Northwest Indian Tribes for controlling non-point and other pollution sources.

+$500,000 for a study of a San Francisco Bay area oceans disposal site. These funds should be combined in a joint effort with the U.S. Army Corps of Engineers to develop a long-term management strategy for disposal material dredged from San Francisco Bay and to designate an ocean disposal site for the Bay area.

+$500,000 for the Rural Community Assistance Program.

+$2,750,000 for continued work on the Chicago air quality model.

+$1,225,000 for continued work on the Spokane aquifer.

+$1,500,000 for wastewater treatment operator training and outreach activities. The EPA is urged to provide $260,000 to the State of Minnesota to conduct a pilot "Community Assistance—Outreach Program" from within these funds.

+$575,000 for a waste management testing training program at St. Vincent College, Latrobe, Pennsylvania. The Committee expects this program will include internships in environmental testing and management and will train students in competencies required for testing certification by the EPA. The program will also feature a collaborative undertaking between St. Vincent College and a local business to establish a training lab in the chemistry department for environmental testing and place students in on-site internships for environmental management and testing certification.

+$1,000,000 for the EPA National Training Center at West Virginia University.

+$250,000 for identifying, monitoring and protecting the Canaan Valley, West Virginia wetlands complex in cooperation with the Corps of Engineers, the Fish and Wildlife Service and the West Virginia Department of Natural Resources.

+$125,000 for a pesticide, herbicide identification and warning pilot program in conjunction with Michigan State University.

+$250,000 to address interstate ozone nonattainment and visibility problems in the northeast under section 106.

+$75,000 to complete funding for the Sacramento Air Quality Modeling Study.

+$800,000 for clean-up of contaminated sediments in the Buffalo River.

+$200,000 for a Southwest Arkansas/Southeast Oklahoma Millwood Basin Water Quality Study.

+$250,000 for the South Coast Air Quality Management District's alternative fuel options demonstration project, including compressed natural gas, ethanol, ethyl tertiary butyl ether, methanol, solar, propane, and reformulated gasoline.

The Committee recognizes the potential for national water quality benefits from efforts to develop reconstructed wetlands for tertiary filtration and treatment of municipal wastewater through natural marsh processes prior to discharge into estuarine environments, and believes that exploration of this potential warrants Federal support.

The Environmental Protection Agency has under its review a permit under Section 404 of the Clean Water Act for proposed construction of the Haggerty Connector road project in Oakland County, Michigan. Recent correspondence from the Agency to the Federal Highway Administration has recommended disapproval of the permit until local townships alter local zoning ordinances in a manner acceptable to the Agency. The Committee finds no statutory authority for the EPA or FHWA to control local zoning and essentially use Section 404 to pressure communities on matters not directly related to the specific project in question. The Committee has no objection to the Agency providing assistance and guidance on local zoning to communities when requested on a voluntary basis. The Committee is concerned about EPA's apparent attempt to use the Section 404 permit process to require a local government to adopt ordinances not related to the project in question and directs the Administrator to report to the Committee on its rationale for this policy.

The Committee has not included the proposed bill language relating to the licensing fund or language making abatement, control, and compliance funds available for building construction and improvement costs. Also, the Committee has denied proposed language permitting funding of the abatement, control and compliance account from the environmental services fund.

Finally, the Committee recognizes the importance of the trash clean up project in Hempfield Township, Pennsylvania. Although the federal government is not in a position to fund these types of projects, we strongly support the concept of cleaning our roadways and restoring their natural beauty.

BUILDINGS AND FACILITIES

1990 appropriation	$14,652,000
Estimate, 1991	13,000,000
Recommended in bill	34,000,000
Increase above estimate	+21,000,000

This activity provides for the design and construction of EPA-owned facilities as well as for the repair and improvement of facilities utilized by the agency. The funds are used primarily to correct unsafe conditions, to protect health and safety of employees, and to prevent serious deterioration of structures and equipment.

The Committee has included $34,000,000 for building and facilities in fiscal year 1991, an increase of $21,000,000 above the request. The additional funds are provided for the purchase of the EPA Ann Arbor Mobile Vehicle Emissions Laboratory and the construction of cold-weather emission testing and related facilities, including additional office space.

HAZARDOUS SUBSTANCE SUPERFUND

1990 appropriation	$1,530,228,000
Estimate, 1991	1,740,000,000
Recommended in bill	1,610,200,000
Decrease below estimate	−129,800,000

The Superfund program was established in 1980 by the Comprehensive Environmental Response, Compensation, and Liability Act to clean up oil and chemical spills and dangerous, uncontrolled and abandoned hazardous waste sites. The Superfund Amendments and Reauthorization Act (SARA) expanded the program substantially in 1986, providing approximately $8,500,000,000 in revenues over 5 years and specifying numerous program outputs and deadlines. The Superfund program is operated by EPA subject to annual appropriations from a dedicated trust fund. Enforcement activities are intended to identify and induce parties responsible for hazardous waste problems to undertake clean up actions. In addition, responsible parties are pursued to recover the cost of fund-financed removal and remedial actions undertaken at spills and waste sites by Federal and state agencies.

During the past two years, a number of studies, including one sponsored by the Committee, have been critical of the Superfund program. The Committee has pointed out in the past that EPA's passive approach to enforcement has rewarded recalcitrants by giving them, at a minimum, a "free ride" during the lengthy feasibility study and design process. This attitude, which is partly the result of an overwhelming reliance on trust fund financing rather than creating incentives for private parties to accept their own responsibility for clean ups, has rendered the Superfund program both ineffective and inefficient.

The Committee is encouraged, however, that the Administrator's 90 day management review of the program has begun to address these problems. Clearly, moving from doing *studies* to doing *clean ups* is a difficult transition. Likewise, shifting from the public works, contractor reliance "fund-led" approach to private clean ups through *enforcement* is also difficult.

Fundamentally, the basic problem with Superfund is that clean up technologies are both sorely lacking and too expensive. Also, only ten to fifteen percent of the sites present *any* health risks. The Committee urges EPA to concentrate on those sites and directs the agency to increase funds available, from within the resources provided, for emergency removals to a level *that is ten percent above that provided in fiscal year 1990.* The Committee continues to believe that data strongly suggests that the "removal" program has done more to reduce environmental and human health risks from hazardous waste sites than all other components of Superfund combined.

The Committee is continuing bill language providing a direct and immediate incentive for EPA to increase emphasis on the Superfund enforcement program. This language will permit EPA to augment appropriated funds by keeping cost recoveries from enforcement cases in excess of the $135,000,000 estimated.

The Committee also believes that EPA should track measures of program success that focus on achievements, or outputs, such as

the time required to clean up sites, the quality of the clean ups, the number of sites cleaned up by responsible parties, the number of orphan sites cleaned up by EPA, and the number of sites where EPA is seeking private party response through enforcement actions—rather than focusing primarily on inputs, such as the number of studies begun or underway. In that connection, the Committee directs the agency to establish a baseline of these "outputs" and provide that information to the Committees on Appropriations for inclusion in the conference report on the fiscal year 1991 appropriations bill.

The Committee is recommending $1,610,200,000 for the Superfund program in fiscal year 1991. That is $129,800,000 below the budget request and is $79,972,000 above the 1990 level. Within that amount, the following increases, decreases, and changes to program activities are included:

—$160,000,000 to be applied as a general reduction, with special emphasis on emergency clean ups as directed above.

+$5,000,000 for relocation assistance for residents and the purchase of homes located on the Koppers Texarkana Superfund Site, Texarkana, Texas. In connection with this site, the Committee notes the comments of the Agency for Toxic Substances and Disease Registry's (ATSDR) *Health Assessment for Koppers Company* regarding the threat to public health to residents of Carver Terrace:

> . . . The site is contaminated with numerous chemicals from the former wood treatment operations including polyaromatic hydrocarbons (PAH), phenolic compounds, polychlorinated dibenzodioxins (PCDD), and the polychlorinated dibenzofurans (PCDF) . . . Long-term exposures to contaminated soils in the residential area pose a potential health risk for ingestion and dermal absorption of soil contaminants. Ground water beneath the site is contaminated and would pose a potential health risk if used for potable purposes. . .
>
> High concentrations of PAHs were detected in surface soil samples from residential yards in the Carver Terrace Subdivision, from the Mount Zion Missionary Baptist Church yard, and from vacant lots in the subdivision. . .
>
> Small quantities of PAH-contaminated soil can be ingested by adults during outdoor work activities or by children during play. An additional, potential source of PAHs is the consumption of home-grown vegetables which may contain small quantities of PAHs that have adhered to the surface of the plants or have been taken up from the soil. The health risks associated with exposure to PAHs in soil would vary according to the localized soil concentration of PAHs, the frequency of contact with the contaminated soil, and the type of activity. However, there would be a significant health concern for frequent, long-term contact with the maximum soil concentrations of carcinogenic PAHs that were detected in the Carver Terrace Subdivision. . .

Although some areas with high PAH concentrations were covered during remedial activities, other contaminated areas remain. *The remedial action level of 325 mg/kg of B(a)p in residential soil is not sufficiently protective of public health.* The excess cancer risk associated with long-term exposure to soil containing this concentration of B(a)p (325 mg/kg), plus other PAHs with carcinogenic initiating and promoting activity, poses a significant health risk.

In light of the current and long-term risks enumerated in the ATSDR *Health Assessment,* the Committee directs the Environmental Protection Agency to immediately relocate permanently all residents of the Carver Terrace Superfund site and acquire the property located therein that is used for residential and other purposes.

+$10,000,000 for the National Institute for Environmental Health Sciences (NIEHS) basic research grants to develop more cost effective clean up techniques.

+$10,000,000 for NIEHS worker training activities.

+$2,500,000 and 50 FTE for the Agency for Toxic Substances and Disease Registry (ATSDR). The Committee has again included bill language limiting the number of toxicological profiles to no more than 40 and enforcing a cap on the amount ATSDR receives from the Hazardous Substance Superfund.

+$300,000 in grants for training small minority contractors in emerging and expanding hazardous substance clean up areas.

+$400,000 to fund a cooperative study with NOAA on conditions at the dump site off the Farallon Islands, including the status of benthic organisms, planktonic animals and other marine life.

+$2,000,000 for Clark Atlanta University to enhance the participation of minority scientists, engineers, and students in emergency environmental Superfund research areas.

Finally, the Committee has included bill language limiting administration expenses to $233,000,000—an increase of $13,000,000 above the 1990 level.

LEAKING UNDERGROUND STORAGE TANK TRUST FUND

1990 appropriation	$74,097,000
Estimate, 1991	75,000,000
Recommended in bill	75,000,000

Subtitle I of the Solid Waste Disposal Act, as amended by SARA, authorizes the establishment of a response program for cleanup of releases from leaking underground storage tanks. Owners and operators of facilities with underground tanks must demonstrate financial responsibility and bear initial responsibility for cleanup. The Leaking Underground Storage Tank Trust Fund provides supplemental cleanup capabilities and may also be used to enforce necessary corrective actions and to recover costs expended from the Fund for cleanup activities. The underground storage tank response program is designed to operate primarily through cooperative agreements with states.

The bill includes the budget estimate of $75,000,000 for the leaking underground storage tank program. The Committee continues to believe that this program is operating successfully and deserves support. The administrative expense limitation carried in bill language has been increased from the $5,834,000 current level to $6,000,000. The Committee also urges EPA to undertake training for minority contractors in underground tank cleanups.

CONSTRUCTION GRANTS/STATE REVOLVING FUNDS

1990 appropriation	$1,991,720,000
Estimate, 1991	1,600,000,000
Recommended in bill	2,000,000,000
Increase above estimate	+400,000,000

For more than a decade, construction grants have been made to municipal, intermunicipal, state, and interstate agencies to assist in financing the planning, design and construction of wastewater treatment facilities. The Water Quality Act of 1987 provided for the termination of construction grants through transition to state revolving funds. Fiscal Year 1991 is the first year that all funds appropriated are allocated to the state revolving funds.

The Committee recommends $2,000,000,000 for this activity in 1991. Of that amount, $20,000,000 is set aside for the clean up of Boston Harbor and adjacent waters pursuant to section 513 of title V of the Water Quality Act of 1987.

The Committee directs the EPA to administratively restore $4,272,877 in wastewater construction grant funding previously awarded to the City of Watsonville, California, by the Environmental Protection Agency under section 201 of the Clean Water Act, as amended, and subsequently deobligated by the agency without regard to regulatory requirements. Although the Committee has not included bill language in connection with these funds, it expects the Administrator to act promptly in response to the Committee's directive and report on a satisfactory conclusion of this issue as soon as possible.

Bill language has been included under administrative provisions to "forgive" $800,000 of a grant made by EPA ten years ago to the Delavan Lake Sanitary District. The Committee understands that after EPA had *approved* the use of funds for the entire project—the Agency subsequently withdrew approval of the riser and lateral sewers and has sought to recover the $800,000 from this small sanitary district. The Committee believes the error was EPA's and fairness would dictate that the grant be "forgiven."

Finally, the Committee has also continued bill language, with the concurrence of the authorizing committee, relaxing the requirements of sections 602(b)(6) and 201(g)(1) for states which have met all enforcement deadlines, goals and requirements of the Federal Water Pollution Control Act, as amended. This language permits such states to use funds appropriated for, or transferred into, state revolving funds in excess of the 20 percent limitation on otherwise ineligible activities, such as collector sewers.

ADMINISTRATIVE PROVISIONS

The Committee has included bill language, similar to that carried under NASA, which requires the Administrator of EPA to annually establish a goal of at least 8 percent of the total value of prime and subcontracts awarded under this program for minority- and women-owned businesses. While the committee fully expects the agency to reach this level, it recognizes that EPA should be given a reasonable period of time to achieve this goal. As a result, the Committee directs that the Administrator report one year after the enactment of this bill outlining the Agency's effort in achieving this 8 percent level as quickly as possible.

Finally, as part of the Committee's on-going concern with levels of central office staffing in this and other agencies, bill language has been included earmarking selected headquarters staff by office.

EXECUTIVE OFFICE OF THE PRESIDENT

COUNCIL ON ENVIRONMENTAL QUALITY AND OFFICE OF ENVIRONMENTAL QUALITY

1990 appropriation	$1,465,000
Estimate, 1991	2,780,000
Recommended in bill	2,780,000

The Council on Environmental Quality was established by Congress under the National Environmental Policy Act of 1969. The Office of Environmental Quality, which provides professional and administrative staff for the Council, was established in the Environmental Quality Improvement Act of 1970. The Council on Environmental Quality has statutory responsibility for environmental oversight. The Council serves as a source of environmental expertise for other organizations within the Executive Office of the President and provides for coordination and policy analysis of environmental programs of the federal government.

The Committee recommends the budget estimate of $2,780,000 for the Council on Environmental Quality and Office of Environmental Quality for fiscal year 1991. This amount will provide for 34 fulltime equivalents. The bill does not include the budget request's proposal to increase the representation expenses from $500 to $2,000.

The Committee is encouraged by the Council's more active role in environmental issues. However, the Committee is concerned with the President's Awards for Excellence in Environmental Education program. Although this awards program is a commendable initiative, there are indications that it has not been well developed or planned. The Committee directs the Council to provide reports on a quarterly basis, or more often if appropriate, on the status of this awards program.

Additionally, the Committee would like to see a stronger scientific staff at the Council and expects that of the additional FTE provided for in fiscal year 1991, a minimum of three positions will be filled by scientists.

NATIONAL SPACE COUNCIL

1990 appropriation	$983,000
Estimate, 1991	1,363,000
Recommended in bill	1,000,000
Decrease below estimate	−363,000

The National Space Council was established by Public Law 100–685, the National Aeronautics and Space Administration Authorization Act of 1989. The Council provides advice and assistance to the President on national space policy and strategy. The Vice President is the President's principal advisor on national space policy and serves as the Council Chairman. Other Council members include: the Secretaries of State, Treasury, Defense, Commerce, and Transportation, the Directors of the Office of Management and Budget and the Central Intelligence Agency, the Administrator of the National Aeronautics and Space Administration, the Chief of Staff to the President, the Assistant to the President for National Security Affairs, and the Assistant to the President for Science and Technology.

The budget request for fiscal year 1991 is $1,363,000 and 7 full-time equivalents for the National Space Council. The bill provides for $1,000,000, the same level as provided for in the fiscal year 1990 appropriation before the Gramm-Rudman-Hollings sequestration and section 517 reductions. This amount is $363,000 below the request. The bill language also continues a proviso requiring reimbursement to other agencies for at least one-half of the cost of detailed individuals.

OFFICE OF SCIENCE AND TECHNOLOGY POLICY

1990 appropriation	$2,829,000
Estimate, 1991	3,300,000
Recommended in bill	3,300,000

The Office of Science and Technology Policy (OSTP) was created by the National Science and Technology Policy, Organization, and Priorities Act of 1976. OSTP provides advice to the President concerning policies on science and technology and supports other organizations within the Executive Office of the President. In addition to being the source of science and technology analysis, the Office coordinates research and development programs for the Federal Government.

The Committee recommends the Administration's request of $3,330,000 and 43 fulltime equivalents for the Office of Science and Technology Policy in fiscal year 1991. The bill language also continues a proviso requiring reimbursement to other agencies for at least one-half of the cost of detailed individuals.

Last year, the Committee took action to designate the Office of Science and Technology Policy as the lead agency to coordinate activities pertaining to the "Decade of the Brain." The Committee understands that OSTP is developing an interagency program and budget for government-sponsored research relating to the diseases and disorders of the brain and nervous system. The Committee commends OSTP for undertaking this activity and urges the Office to complete its plan as quickly as possible. The Committee hopes that this effort leads to a coordinated and comprehensive approach

by the Federal government to harness our knowledge about brain physiology and function during the "Decade of the Brain."

FEDERAL EMERGENCY MANAGEMENT AGENCY

1990 appropriation	$1,790,320,000
Estimate, 1991	819,272,000
Recommended in bill	656,787,000
Decrease below estimate	−162,485,000

The Federal Emergency Management Agency (FEMA) was created by reorganization plan no. 3 of 1978. The Agency carries a wide range of program responsibilities for emergency planning and preparedness, disaster response and recovery, and hazard mitigation under the following authorities:

—Under the Federal Civil Defense Act of 1950, as amended, responsibility for administering a national program for population protection preparedness and response in emergency conditions.

—Under the Earthquake Hazards Reduction Act of 1977, programs designed to identify and reduce earthquake vulnerabilities and consequences.

—Under Executive Order 12148, responsibility for oversight of the national dam safety program.

—In accordance with provisions of the Nuclear Regulatory Commission 1980 Appropriations Act and other statutes, Executive Order 12657, and by Presidential directive, responsibility for offsite emergency preparedness for fixed nuclear facilities.

—Under the National Security Act of 1974, as amended, and the Defense Production Act of 1950, as amended, programs to provide for continuity of government as well as emergency resources assessment, management, and recovery.

—Under the Federal Fire Prevention and Control Act of 1974, programs to reduce national fire loss, including training and education.

—Under the National Flood Insurance Act of 1968, as amended, and the Flood Disaster Protection Act of 1973, administration of a national program to provide flood insurance and to encourage better flood plain management.

—Under the Robert T. Stafford Disaster Relief and Emergency Assistance Act, programs to provide assistance to individuals and State and local governments in Presidentially-declared major disaster or emergency areas.

—Under the Inspector General Act of 1978, as amended, agency-wide audit and investigative functions to identify and correct management and administrative deficiencies which create conditions for existing or potential instances of fraud, waste and mismanagement.

—Under the Comprehensive Environmental Response, Compensation, and Liability Act, as amended, and Executive Order 12316, responsibility for specific emergency response activities.

—Under Title III of the Stewart B. McKinney Homeless Assistance Act, a program to provide food and shelter to the homeless through a National Board chaired by FEMA and composed of representatives of various charities.

Of the amounts approved in the following appropriations accounts, the Agency must limit transfers of funds between programs and activities to not more than $500,000 without prior approval of the Committee.

DISASTER RELIEF

1990 appropriation	$1,248,450,000
Estimate, 1991	270,000,000
Recommended in bill	100,000,000
Decrease below estimate	−170,000,000

The Federal Emergency Management Agency is charged with coordinating the entire Federal disaster assistance response and provides two principal forms of disaster assistance—public assistance and assistance to individuals and families. Public assistance grants are made to state and local governments to cover emergency protective measures, debris clearance, and the repair and restoration of damaged public and certain private, nonprofit facilities. Individual and family assistance typically consists of temporary housing and individual and family grants to meet necessary disaster-related expenses. The Robert T. Stafford Disaster Relief and Emergency Assistance Act authorizes the use of disaster relief funds for matching grants (50 percent Federal—50 percent State) for FEMA-approved hazard mitigation projects to reduce the risk of future damage, hardship, loss, or suffering in any area affected by a major disaster.

As a result of catastrophic disasters caused by Hurricane Hugo at the very end of fiscal year 1989, Congress approved supplemental appropriations of $1,108,000,000. Appropriated funds for fiscal year 1990, including funds for the Loma Prieta earthquake, totaled $1,198,450,000. Further, Congress appropriated an additional $50,000,000 in its fiscal year 1990 supplemental appropriations Act for disasters caused by severe storms, tornadoes and flooding.

The bill includes $100,000,000 for disaster relief activities in fiscal year 1991, $170,000,000 below the Administration request. FEMA estimates a carryover of $275,100,000 in unobligated balances and $50,000,000 in recoveries of prior year obligations to be available in fiscal year 1991. The total of these funds is above the historical average of $270,000,000 and should provide sufficient funding for disaster payments in fiscal year 1991.

The Committee is aware of the difficulties FEMA has experienced in housing both their own employees and persons affected by the recent disasters and urges the Agency to actively explore acquiring mobile manufactured units which provide low-cost and rapidly available construction for shelter and administrative operations.

SALARIES AND EXPENSES

1990 appropriation	$138,572,000
Estimate, 1991	143,334,000
Recommended in bill	143,459,000
Increase above estimate	+125,000

This activity encompasses the salaries and expenses required to provide executive direction and administrative staff support for all

Agency programs in both the headquarters and field offices. The account also funds program support and management and administration activities.

The bill provides $143,459,000 for the Federal Emergency Management Agency's salaries and expenses in fiscal year 1991, an increase of $125,000 above the Administration's request. The recommendation includes the following changes to the budget request:

+$125,000 for three FTE for program management and administration of section 305(a) grants authorized by the Superfund Amendments and Reauthorization Act.

+$750,000 for an additional 15 FTE for the disaster relief program. These FTE are to be allocated to the field only.

−$750,000 from the federal preparedness, government preparedness program.

In addition to the funds included in the salaries and expenses appropriation, $11,078,000 is recommended for transfer from the National Flood Insurance Fund. This amount will provide for an estimated 203 workyears. Information concerning the transfer of funds is included under the National Flood Insurance Fund section of this report.

OFFICE OF INSPECTOR GENERAL

1990 appropriation	$2,563,000
Estimate, 1991	3,905,000
Recommended in bill	3,905,000

The Office of the Inspector General (OIG) was established administratively within FEMA at the time of the Agency's creation in 1979. The OIG provides audit and investigative support services covering all Agency programs and operations. Although not established by law, FEMA's OIG was formed and designed to operate in accordance with the intent and purpose of the Inspector General Act of 1978. The Inspector General Act Amendments of 1988 created a statutory Inspector General within FEMA.

The bill includes the Administration's request of $3,905,000 for the Office of Inspector General for fiscal year 1991. This amount will support 60 workyears.

EMERGENCY MANAGEMENT PLANNING AND ASSISTANCE

1990 appropriation	$270,643,000
Estimate, 1991	277,042,000
Recommended in bill	275,423,000
Decrease below estimate	−1,619,000

This appropriation provides resources for the following activities: civil defense, earthquake and other hazards, technological hazards, Federal preparedness, training and fire programs, and flood plain management.

The bill includes $275,423,000 for emergency management planning and assistance for fiscal year 1991. The recommendation includes the following adjustments to the budget:

+$3,000,000 to the $60,128,000 requested for emergency management assistance grants.

+$252,000 for training and education, instructional programs and materials and training field deployment systems to restore programs to 1990 levels.

−$252,000 of the $3,195,000 increase requested for the state and local direction, control and warning program.

−$10,000,000 from the federal preparedness, government preparedness program.

+$5,000,000 for section 305(a) grants authorized by Superfund Amendments and Reauthorization Act, title III.

+$147,000 for training and fire, in the Emergency Management Institute's instructional programs and materials and the resident program to restore these activities to the 1990 levels.

+$134,000 for training and fire, in the National Fire Academy's training field deployment systems to restore the program to the 1990 level.

+$100,000 to the $896,000 requested for the hurricane program.

The Committee directs FEMA not to implement the proposed student registration fee requested in the budget. The proposed fee would be $25 per week per resident student, with the revenues from these fees directly deposited in the United States Treasury.

In addition to the funds included in the emergency management planning and assistance appropriation, $46,023,000 is recommended for transfer from the National Flood Insurance Fund for flood plain management activities. Information concerning the transfer of funds is included under the National Flood Insurance Fund section of this report.

NATIONAL FLOOD INSURANCE FUND

(TRANSFERS OF FUNDS)

The Flood Disaster Protection Act of 1973 requires the purchase of insurance in communities where it is available as a condition for receiving various forms of Federal financial assistance for acquisition and construction of buildings or projects within special flood hazard areas identified by the Federal Emergency Management Agency. All existing buildings and their contents in communities where flood insurance is available, through either the emergency or the regular program, are eligible for a first layer of coverage of subsidized premium rates. Full-risk actuarial rates are charged for new construction or substantial improvements commenced in identified special flood hazard areas after December 31, 1974, or after the effective date of the flood insurance rate map issued to the community, whichever is later. For communities in the regular program, a second layer of flood insurance coverage is available at actuarial rates on all properties, and actuarial rates for both layers apply to all new construction or substantial improvements located in special flood hazard areas. The program operations are financed with premium income augmented by Treasury borrowings.

The Administration proposes that administrative expenses and flood plain management activities including flood studies and surveys and flood hazard reduction activities be funded by transfer from the National Flood Insurance Fund. The bill includes language transferring $11,078,000 for administrative costs for the flood

insurance program to the salaries and expenses appropriation for 203 staff. Also, $46,023,000 is transferred for flood plain program activities to the emergency management planning and assistance appropriation.

The transfer for administrative costs to the salaries and expenses account is the amount proposed by the budget request. The amount to be transferred to the emergency management planning and assistance appropriation is increased $1,000,000 above the budget request to assist in the implementation and provision of technical assistance for the new community rating system.

The bill denies the Administration's request to increase from $3,500,000 to $20,000,000 the interest on Treasury borrowings available from the National Flood Insurance Fund without prior notice to the Committees on Appropriations.

Additionally, the Committee directs that the Agency not implement a proposed user fee requested in the budget for the recoupment of the costs of the flood insurance and mitigation programs from policyholders, which was to be deposited in the National Flood Insurance Fund.

EMERGENCY FOOD SHELTER PROGRAM

1990 appropriation	$130,092,000
Estimate, 1991	124,991,000
Recommended in bill	134,000,000
Increase above estimate	+9,009,000

The emergency food and shelter program within the Federal Emergency Management Agency originated in the 1983 Emergency Jobs Bill. Minor modifications were incorporated in the Stewart B. McKinney Homeless Assistance Act. The program is designed to help address the problem of the homeless. Appropriated funds are awarded to a National Board to carry out programs for sheltering and feeding the needy. This program is nationwide in scope and provides food and shelter to needy individuals through local private voluntary organizations and units of government selected by local boards in areas designated by the National Board as being in highest need.

The Committee recommends $134,000,000 for the emergency food and shelter program for fiscal year 1991, an increase of $9,009,000 above the President's request. This represents the authorized level for fiscal year 1990 and was the amount appropriated for fiscal year 1990 before a general reduction and sequester was applied. The bill includes the requested language limiting administrative costs in 1991 to 3.5 percent.

The Committee continues to be concerned with the distribution formula used in the emergency food and shelter grant program. It directs FEMA to take such administrative steps as are necessary to implement either one or a combination of alternatives included in the December 11, 1989 report the Congress or such changes as are necessary so the program will accurately reflect homeless statistics.

General Services Administration

CONSUMER INFORMATION CENTER

1990 appropriation	$1,339,000
Estimate, 1991	1,540,000
Recommended in bill	1,540,000

The Consumer Information Center (CIC) was established to help Federal departments and agencies promote and distribute consumer information as a result of Government research and development activities. CIC also promotes public awareness of existing government publications through dissemination of a consumer information catalog and other media programs.

The Consumer Information Center Fund, a revolving fund established by Public Law 98-63 on July 30, 1983, provides for the efficient operation of the Consumer Information Center. Under the revolving fund, the CIC's activities are financed from monies deposited to the Fund, consisting of annual appropriations, reimbursements from agencies to cover the distribution costs of their publications, fees collected from the public, and other income incidental to CIC activities.

The Committee recommends the requested level of $1,540,000 in new budget authority for the Consumer Information Center for fiscal year 1991. The administrative expenses should not exceed $2,172,000. Bill language is also included limiting the availability of the revolving fund to an aggregate level of $5,500,000 in 1991. Any revenues accruing to this fund during 1991 in excess of $5,500,000 shall remain in the fund but not be available for expenditure except as authorized in appropriations Acts.

The Committee is concerned with the CIC's projected decline in the fund balance to $63,000 by the end of fiscal year 1991. The Committee expects CIC to make every effort to increase revenues as well as employ better fiscal management to ameliorate this situation.

Department of Health and Human Services

OFFICE OF CONSUMER AFFAIRS

1990 appropriation	$1,834,000
Estimate, 1991	1,889,000
Recommended in bill	1,889,000

The Office of Consumer Affairs (OCA) assures that consumer needs and viewpoints are presented in the Federal government; fosters consideration of consumer interest by other Government agencies, voluntary groups and businesses; and seeks to inform and educate individual citizens to deal more effectively in the marketplace. Additionally, the Director of OCA serves as a special advisor to the President.

The bill includes the Administration's request of $1,889,000 for the Office of Consumer Affairs for fiscal year 1991. This amount will support 22 fulltime equivalents for fiscal year 1991.

Interagency Council on the Homeless

SALARIES AND EXPENSES

1990 appropriation	$1,083,000
Estimate, 1991	1,214,000
Recommended in bill	1,214,000

The Interagency Council on the Homeless was authorized by title II of the Stewart B. McKinney Homeless Assistance Act of 1987. It is an independent Federal organization composed of the heads of eleven cabinet departments and six independent agencies. The Council monitors, evaluates, and makes recommendations for improving Federal, state, local, and private voluntary activities for the homeless. The Council also provides technical assistance as well as collects and disseminates information on the homeless. The Council is responsible for preparing reports on the homeless problem for the President and the Congress.

The bill provides the requested level of $1,214,000 for the Intergency Council on the Homeless for fiscal year 1991.

National Aeronautics and Space Administration

RESEARCH AND DEVELOPMENT

1990 appropriation	$5,227,776,000
Estimate, 1991	7,074,000,000
Recommended in bill	6,458,625,000
Decrease below estimate	−615,375,000

The Committee recommends a total of $7,034,094,000 *including* the transfer of $575,469,000 from the research and program management account. This appropriation account realignment is in response to numerous NASA center directors' requests. However, based on the President's original budget estimate for the research and development account the Committee is providing $6,458,625,000 in 1991—which is $615,375,000 below the budget request.

That reduction includes the following increases, decreases, and changes to the program areas described below:

> −$195,000,000 from the space station request of $2,451,000,000. Of that amount $20,000,000 is taken from the $36,000,000 requested for space station advanced programs and is associated with the 1991 increment for the Moon/Mars program. The remaining $175,000,000 reduction shall be applied to space station development and space station operations.

The Committee is also "capping" the 1991 program dollars at $750,000,000. This cap is in accordance with the agreement as outlined in the letter from NASA to the Committee dated August 9, 1984, which states that such "caps", where included in the conference report, may not be exceeded without the approval of the Committees on Appropriations.

This "cap" is being applied to space station to ensure that the essential principles previously committed to the Committee by NASA are included in the preliminary design review (PDR). They are:

A. A fully equipped U.S. microgravity laboratory (consistent with the availability of user payloads) before the launch of the habitat. It is expected that this will be accomplished through a combination of additional weight carrying capability gained by the advanced solid rocket motor and by adding three utilization flights per year following the launch of the U.S. laboratory.

B. Full power on orbit (75 kw) before any international modules are added to the station.

C. Life science centrifuge and related equipment including animal holding cages shall be placed in an area other than the U.S. microgravity laboratory (such as a node, etc.).

D. At least 30 kw power available to the "users". NASA's power commitment to the "user" has declined from 45 kw to 30 kw in the past 12 months.

The Committee continues to be deeply disturbed by the apparent difficulty in maintaining these commitments. In fact, as recently as April, 1989, agency witnesses testified that NASA would commit to a level of 45 kw of power to space station users. It was generally accepted at that time—and is still a reasonable assumption—that a minimum of 45 kw is essential to provide users with maximum flexibility in scheduling experiment time. Within only a few months, NASA discarded the 45 kw power commitment and a new 30 kw user power level was substituted. While the Committee did not object to that change, it does believe that 30 kw available for all users on space station is an absolute minimum. Absent such a minimum power standard, users in the U.S. laboratory, for example, would have available only marginally more power than is currently provided on space lab flights.

The remaining commitments described above were all made by NASA in letters to the Committees on Appropriations dated April 3, and April 24, 1987. While the Committee recognizes that various factors will cause changes in the scheduling and content of the space station assembly sequence—the above principles must be maintained to ensure that the space station is constructed with sufficient power and sufficient payloads to make it a useful scientific and research facility to *both* U.S. and international users.

Finally, NASA has informally committed to the Committee the addition of three utilization flights per year following the launch and outfitting of the U.S. laboratory. The Committee will expect to see that commitment formalized in the new baseline station program assembly sequence at the conclusion of the PDR.

The Committee is aware that many serious problems continue to impact the space station program. Not the least of these is shuttle weight constraints and "housekeeping" power requirements. In addition, the question of extra vehicular activity (EVA) time, which was raised this spring, remains an outstanding issue. After the expenditure of almost $4,000,000,000, it is troubling that these fundamental problems have not been solved. The cap of $750,000,000 on the 1991 space station appropriation is an effort on the part of the Committee to ensure that before the program proceeds beyond the PDR stage—all of these issues and commitments will be adequately addressed:

—$14,000,000 from the $53,200,000 requested for advanced programs including —$10,000,000 from the $16,000,000 requested for the assured crew rescue vehicle. The latter reduction will provide $6,000,000 in 1991—an increase of $2,000,000 above the 1990 level.

—$50,000,000 from the $53,900,000 requested for advanced transportation technology—including $40,000,000 from the advanced launch system line item and $10,000,000 from the heavy lift vehicle study effort. Both programs are identified as Moon/Mars initiatives.

—$50,000,000 from the $85,400,000 requested for the orbital maneuvering vehicle (OMV) in agreement with NASA's decision to cancel this program. The balance of $35,400,000 is available for termination costs and if additional funds are required for such costs the Committee will entertain a reprogramming under the normal procedures.

—$6,000,000 from the $12,100,000 requested for the search for extraterrestrial intelligence program. This will provide for a 1991 level of $6,100,000 compared with $4,000,000 in 1990.

—$8,000,000 from the $16,000,000 requested for the Lifesat, centrifuge and space biology initiative programs. The remaining $8,000,000 will retain this program at the 1990 level. The $8,000,000 reduction is associated with the Moon/Mars initiative.

—$15,000,000 from the $15,000,000 requested for the lunar observer program new start. This amount is associated with the Moon/Mars initiative.

—$15,000,000 from the $132,000,000 requested for the polar platform.

+$5,000,000 to the $103,000,000 requested for the earth observing system (EOS) instrument program.

+$8,000,000 for continued work on requirements definitions for the EOS consortium for international earth science information networks (CIESIN) program.

+$10,000,000 to the $25,000,000 requested for earth probes for the total ozone mapping spectrometer (TOMS).

+$10,000,000 to initiate phase B studies for the earth observations system's synthetic aperture radar (SAR) program. This will ensure that the SAR platform, which is essential for a complete picture of the global warming status, will be on-orbit in the same timeframe as the EOS I platform.

+$5,000,000 to the $97,300,000 requested for materials processing.

—$25,000,000 as a general reduction from the office of space science and applications.

—$10,000,000 from the $76,600,000 requested for the office of commercial programs. The remaining $66,600,000 compares with $32,832,000 provided in 1990.

—$5,000,000 from aeronautical research and technology.

—$5,000,000 from the $119,000,000 requested for the national aerospace plane.

—$37,000,000 from the exploration mission studies line item. This represents the total request for this activity in 1991 and is entirely associated with the Moon/Mars initiative.

—$154,000,000 from the $179,400,000 requested for the Pathfinder program. The reduction is entirely associated with the Moon/Mars initiative.

—$45,000,000 from the civil space technology initiative. The reduction is entirely associated with the Moon/Mars initiative. The Committee urges that none of the reduction be applied to automation and robotics activities.

—$12,000,000 from safety, reliability, and quality assurance and academic program areas to be applied at the agency's discretion. This reduction still provides for an 18 percent increase for these activities in 1991.

+$625,000 for Rural Enterprises, Inc.

+$2,000,000 for ACTS (advanced communications technology satellite) user community experimenters. This add-on does not affect and is not related to the existing "cap" on the ACTS spacecraft.

—$10,000,000 from engineering and technical base and payload operations and support equipment to be allocated at the agency's discretion.

NASA FUNDING PRIORITIES

In this account and other NASA accounts the Committee has provided for a total of almost $14.3 billion for the National Aerospace and Space Administration. That represents a 17 percent increase above fiscal year 1990—again the largest increase, on the basis of outlays, for any agency in the VA, HUD, and Independent Agencies Appropriations bill.

The Committee expects that some will still feel this is not sufficient. However, the 1991 recommended appropriation for NASA does reflect the budget realities faced by this government. The recommendations contained herein are based on the simple principle of relative priority. In 1991 the Committee gave the highest priority—after hearing urgent appeals from NASA headquarters and center personnel—to salaries and expenses activities. No reduction was made in the 1991 request for this effort. The next major priority was afforded to the space shuttle and space station programs—which, although enjoying a high priority, could still not be funded at the requested levels. Finally, the approximate $300,000,000 increment above the 1990 comparable program for the Moon/Mars initiative was not funded. Again, the Committee took this action on the basis of relative priority. Clearly, if additional resources became available, the Committee would *first* recommend full funding for the space shuttle followed by space station and space science programs—before additional monies were targeted to the Moon/Mars effort.

SPACE FLIGHT, CONTROL AND DATA COMMUNICATIONS

1990 appropriation	$4,550,715,000
Estimate, 1991	6,499,132,000
Recommended in bill	6,299,132,000
Decrease below estimate	—200,000,000

The Committee recommends a total of $6,530,351,000 *including* the transfer of $231,219,000 from the research and program man-

agement account. This appropriation account realignment is in response to numerous NASA center directors' requests. However, based on the President's original budget estimate for the space flight, control and data communications account, the Committee is providing $6,299,132,000 in 1991—which is $200,000,000 below the budget request.

That reduction includes the following increases, decreases, and changes to the program areas described below:

—$100,000,000 from space shuttle production and operations, to be applied at the agency's discretion subject to the normal reprogramming procedures—*except* that not less than $10,000,000 shall be applied to the $52,400,000 requested for "structural spares" and *none* of the reduction may be applied to the advanced solid rocket motor (ASRM) and extended duration orbiter (EDO) programs.

(+$35,000,000) for the advanced solid rocket motor program. The increase of $35,000,000 in fiscal year 1991 shall be derived by transfer in fiscal year 1990 of such amount from the contruction of facilities account. These funds were made available in the account for transfer to the advanced solid rocket motor effort if program requirements necessitated such action. Current information suggests that the requested $309,100,000 in fiscal year 1991 will require approximately an additional $35,000,000 to meet program objectives—and these funds can be made available through the transfer of the $35,000,000 provided for such purpose in fiscal year 1990.

—$100,000,000 from the tracking and data acquisition activity which may be applied at the agency's discretion subject to the normal reprogramming procedures. The Committee expects that this reduction, in part, will be offset by a transfer of $50,000,000 in fiscal year 1990 from the construction of facilities account to the tracking and data acquisition program.

Bill language has been included permitting NASA to purchase a new administrative aircraft. However, the Committees on Appropriations expect to review such a decision prior to its implementation.

Finally, a total of $1,209,732,000 has been provided for the purpose of reducing all outstanding debt to the Federal Financing Bank.

CONSTRUCTION OF FACILITIES

1990 appropriation	$443,960,000
Estimate, 1991	497,900,000
Recommended in bill	485,000,000
Decrease below estimate	−12,900,000

The Committee recommends $485,000,000 for construction of facilities in 1991. This amount is $12,900,000 below the President's budget request. The reduction may be taken at the agency's discretion subject to the normal reprogramming procedures.

RESEARCH AND PROGRAM MANAGEMENT

1990 appropriation	$1,990,464,000
Estimate, 1991	2,252,900,000

Recommended in bill	1,446,212,000
Decrease below estimate	−806,688,000

The bill includes $1,446,212,000 for research and program management in fiscal year 1991. This represents the full budget request after the transfer of $806,688,000 to the research and development and space flight, control and data communications accounts.

Testimony was received from agency witnesses indicating that the full fiscal year 1991 pay costs for NASA personnel is included within the President's request. Therefore, the Committee does not expect to entertain a supplemental for this account in fiscal year 1991.

OFFICE OF INSPECTOR GENERAL

1990 appropriation	$8,659,000
Estimate, 1991	11,000,000
Recommended in bill	10,500,000
Decrease below estimate	−500,000

The Office of Inspector General (OIG) was established by the Inspector General Act of 1978 and it is responsible for audit and investigation of all agency programs and operations. The Committee recommends a total of $10,500,000 in fiscal year 1991, which is a $500,000 reduction from the budget request. The recommended level, however, provides for a 20 percent increase above the fiscal year 1990 appropriation. The Committee believes that such an increase should be adequate to meet all current OIG requirements. Reductions may be taken at the agency's discretion subject to the normal reprogramming procedures.

ADMINISTRATIVE PROVISION

The Committee has included bill language clarifying the provision carried in fiscal year 1990 which requires the Administrator of NASA to set a goal of at least 8 percent of the total value of prime and subcontracts to be awarded to socially and economically disadvantaged individuals. The clarification ensures that women-owned firms are eligible and included in the definition of economically and disadvantaged individuals. Similar language has also been included as an administrative provision under the Environmental Protection Agency.

NATIONAL CREDIT UNION ADMINISTRATION

CENTRAL LIQUIDITY FACILITY

	Direct loan limitation	Administrative expenses
1990 limitation	($590,700,000)	($851,000)
Estimate, 1991	(600,000,000)	(893,000)
Recommended in bill	(600,000,000)	(893,000)

The National Credit Union Central Liquidity Facility Act established the National Credit Union Administration Central Liquidity Facility (CLF) on October 1, 1979 as a mixed-ownership Government corporation within the National Credit Union Administration. It is managed by the National Credit Union Administration

Board and is owned by its member credit unions. The facility borrows funds to supply temporary loans to member credit unions. Loans may not be made to expand a credit union's portfolio. Borrowings are made from the Federal Financing Bank.

Loans to credit unions are authorized to meet short-term requirements for funds such as emergency outflows from managerial difficulties or local economic downturns; for seasonal credit to meet needs arising from cyclical influences such as in agriculture, education and retail; and for protracted adjustment credit to meet longer-term needs such as those caused by disintermediation or regional economic decline.

The Committee recommends the requested limitations of $600,000,000 on new loans and $893,000 on administrative expenses for the National Credit Union Administration's Central Liquidity Facility.

National Institute of Building Sciences

PAYMENT TO THE NATIONAL INSTITUTE OF BUILDING SCIENCES

1990 appropriation	$492,000
Estimate, 1991	
Recommended in bill	250,000
Increase above estimate	+250,000

The National Institute of Building Sciences (NIBS) was created by Public Law 93-383 in 1974 as a nonprofit, nongovernmental entity to be an authoritative national source with respect to the use of building sciences and technology. The Institute advises both the public and private sectors and develops nationally acceptable standards and other technical provisions for use in Federal, state, and local housing and building regulations.

During the fiscal years 1985 through 1989, NIBS received $500,000 each year in federal support from the interest of a trust fund which sunset on September 30, 1989. The statute required NIBS to be self-supporting and derive revenues from private sources by fiscal year 1990. In fiscal year 1990, Congress directly appropriated $492,000.

For fiscal year 1991, the Committee has included a direct appropriation of $250,000. While the Committee believes NIBS has done more than satisfactory work in the past and continues to carry out its worthy mission, the mandate of NIBS was to become a self-supporting organization. For fiscal year 1991, the Committee reduced the amount NIBS has received in the past by one-half in an attempt to limit the organization's dependence on federal subsidies. The Committee urges NIBS to make every effort to become a self-supporting entity through increased private support and better fiscal management.

National Science Foundation

1990 appropriation	$2,080,608,000
Estimate, 1991	2,383,000,000
Recommended in bill	2,337,000,000
Decrease below estimate	−46,000,000

The National Science Foundation was established in 1950 and received its first appropriation of $225,000 in 1951. The primary purpose behind its creation was to develop a national policy in science and support and promote basic research and education in the sciences, filling the void left after World War II.

The budget request for fiscal year 1991 is $2,383,000,000. The Committee has recommended $2,337,000,000—a decrease of $46,000,000 below the budget estimate and a net increase of $256,392,000, or 12 percent above the 1990 appropriation.

RESEARCH AND RELATED ACTIVITIES

1990 appropriation	$1,702,411,000
Estimate, 1991	1,954,000,000
Recommended in bill	1,854,000,000
Decrease below estimate	−100,000,000

The appropriation for research and related activities covers all programs in the Foundation except science education and the U.S. Antarctic program. These are funded in other accounts in the bill. The Committee recommends an appropriation of $1,854,000,000 for research and related activities in fiscal year 1991. This is a decrease of $100,000,000 below the budget estimate. The recommendation includes the following decreases and changes to the program areas described below:

−$47,000,000 from the "new start" funding for the Laser Interferometer Gravitational Wave Observatory which is estimated at a total cost of $192,000,000. The Committee has taken this reduction on the basis of lower *overall priority* and in the view of the continued concern that "big science" projects are absorbing an increasing percentage of annual budgets at the expense of the small science investigator.

−$5,500,000 from the request for the first phase of the NSF relocation activity. This reduction is taken without prejudice and will be reviewed in the future pending receipt of additional data concerning an actual site for NSF functions.

−$20,000,000 from academic facilities. The funding for this activity is provided in a separate appropriation account.

−$2,500,000 from the program development and management activity requested at $102,500,000. The $100,000,000 provided for NSF's salaries and expenses represents an increase of $3,617,000 above the 1990 level. The agency may take this reduction at its discretion subject to the normal reprogramming procedures.

−$25,000,000 as a general reduction to be applied on a proportional basis to all program *elements*.

The Committee has recommended the full $4,000,000 requested for *two* new eight meter optical telescopes. However, these funds are provided with the understanding that cost-sharing with foreign partners is based on a 50-50 split and the *total* U.S. contribution shall not exceed 50 percent of total cost for both telescopes—currently estimated at approximately $190,000,000, including inflation. The Committee understands that the $4,000,000 requested covers initial design and planning and purchase of glass and related equipment for *both* eight meter telescopes. The Committee is con-

cerned that if no foreign participation is agreed to—the U.S. portion of the cost could be substantially more for the construction of a single telescope. Also, the Committee directs that the $2,000,000 assumed within the $4,000,000 for the purchase of glass and related equipment shall not be obligated until a firm cost sharing arrangement has been concluded with all foreign partners.

The Committee strongly supports NSF's growing participation in the interagency Global Change Research Program. The Committee agrees with the Administration that NSF has a responsibility to ensure effective utilization by the science community of available scientific information. This responsibility is especially important in relation to scientifically credible assessments of global climate change and determinations of its impact on human society. The Committee expects that NSF will continue to coordinate with NASA on the development of an international earth sciences information network for the interdisciplinary application of scientific information.

The Committee applauds NSF's assistance thus far in support of the 27th International Geographical Congress, scheduled to meet in Washington, D.C., in 1992. The Committee urges NSF to continue working with organizers of the Congress, making appropriate contributions as necessary, to assure that this international meeting will be successful.

Finally, the Committee has deleted language carried in past years establishing a salary cap of $95,000 on NSF "rotators". The Committee believes this will enhance the Foundation's ability to recruit high-quality peer review specialists from the academic community.

ACADEMIC RESEARCH FACILITIES MODERNIZATION

1990 appropriation	$19,690,000
Estimate, 1991	
Recommended in bill	+20,000,000
Increase above estimate	+20,000,000

In 1988 the NSF published a survey to identify and assess the research facility needs of universities and colleges. The survey unveiled that for every dollar spent for repair and renovation, almost four dollars of required work is being deferred. The Congress reacted to this state of affairs by passing the Academic Research Facilities Modernization Act of 1988 to assist in modernizing and revitalizing the Nation's research facilities at institutions of higher education, and other entities, through capital investment.

The Committee recommends the budget estimate of $20,000,000 for this activity in fiscal year 1991. The Committee understands that these funds will be combined with the $20,000,000 provided in fiscal year 1990 for the first round of proposals selected on a competitive basis under this activity.

UNITED STATES ANTARCTIC PROGRAM ACTIVITIES

1990 appropriation	$71,953,000
Estimate, 1991	175,000,000
Recommended in bill	100,000,000
Decrease below estimate	−75,000,000

The appropriation for the United States Antarctic Program activities provides overall management and funding for the Antarctic program with the exception of logistical support made available through the Department of Defense. Those funds have been provided in a separate appropriation carried below.

The program is the principal expression of national interest and policy in the Antarctic. It includes projects aimed at obtaining a better understanding of the Antarctic icesheets, the influence of the continent on the world's climate and weather, and the extent and dynamics of marine protein resources as well as the mineral resources potential of the area.

For fiscal year 1991, the Committee is recommending $100,000,000, a decrease of $75,000,000 below the budget estimate. This reduction represents the approximate annual cost of the Department of the Navy support services for the Antarctic program and other related logistical activities. Those funds are included in a separate account at the full budget request.

UNITED STATES ANTARCTIC

LOGISTICAL SUPPORT ACTIVITIES

1990 appropriation	$79,729,000
Estimate, 1991	
Recommended in bill	75,000,000
Increase above estimate	+75,000,000

This account has been created to include the logistical support activities undertaken by the Department of Defense and the Department of the Navy through funds transferred from the National Science Foundation. These activities include all Navy air and related support functions—both in New Zealand and in Antarctica. The Committee is recommending the full budget request of $75,000,000 for this activity.

SCIENCE EDUCATION ACTIVITY

1990 appropriation	$204,265,000
Estimate, 1991	251,000,000
Recommended in bill	285,000,000
Increase above estimate	+34,000,000

The bill includes $285,000,000 for science education activities in 1991. This is an increase of $34,000,000 above the budget estimate. The Committee has strongly supported increased science education funding over many years. Further, it believes that for too long this activity has been severely "short-changed". The unfortunate result of that situation is now being seen in the continuing decline of high-quality science and math teachers, students, curriculum, and equipment at the Nation's secondary schools. The Committee was, however, again encouraged by the fiscal year 1991 NSF budget request for science education—which for the third year has recognized the severity of the problem.

The increase of $34,000,000 added to the budget request for science education activities shall be allocated as follows:

+$25,000,000 to the $89,600,000 requested for teacher preparation and enhancement. These funds should be used primarily

to enhance the current number of summer institutes for science education teachers. Agency witnesses indicated at the fiscal year 1991 hearings that with additional funding the number of summer institutes could be effectively and efficiently doubled or tripled over those now being funded.

+$3,000,000 to the $19,000,000 being requested for informal science education.

+$6,000,000 to the $44,900,000 requested for research career development. These funds will help both to improve the number and dollar level of graduate fellow stipends.

The Committee supports NSF efforts to encourage and assist states in contributing to the overall national effort to maintain and improve the quality of American science. Accordingly, the Committee urges that NSF investigate the feasibility of establishing a program of graduate and undergraduate traineeships at institutions participating in state-based research improvement initiatives supported at least in part by non-Federal funds and report to Congress by May 1, 1991. As envisioned, these traineeships should serve to strengthen these research enhancement activities and also help to broaden the availability of high-quality science education and opportunities for professional scientific training.

The Committee also strongly supports the programs administered under the Directorate for Education and Human Resources and the Division of Undergraduate Science, Engineering and Mathematics Education (USEME) and directs NSF to submit a report to Congress by March 31, 1991 that outlines (1) how the appropriation for the Division has been distributed among different Research and Education Directorates and (2) how each of the Directorates intends to obligate its share of the appropriation.

The Committee continues to support increased funding for informal science education. The Committee remains hopeful that efforts to increase our commitment to alternative science programs at the high school level will, subject to competitive grant funding and peer review, encourage the growth of new programs and exhibits such as those evidenced at California's Apple Valley High School Science and Technology Center and the "World in Wire and Light" exhibit at New Jersey's Liberty Science Center.

OFFICE OF INSPECTOR GENERAL

1990 appropriation	$2,560,000
Estimate, 1991	3,000,000
Recommended in bill	3,000,000

This account provides NSF audit and investigative functions to identify and correct management and administrative deficiencies which would lead to fraud, waste or abuse. The Committee recommends the budget request of $3,000,000 for the Office of Inspector General in fiscal year 1991.

NEIGHBORHOOD REINVESTMENT CORPORATION

PAYMENT TO THE NEIGHBORHOOD REINVESTMENT CORPORATION

1990 appropriation	$26,554,000
Estimate, 1991	17,895,000

Recommened in bill	24,500,000
Increase above estimate	+6,605,000

The Neighborhood Reinvestment Corporation, established by title VI of Public Law 95-557 in October 1978, is committed to a policy of preservation and revitalization for the residents of urban neighborhoods. Through its major programs—the Neighborhood Housing Services, Mutual Housing Associations, and Apartment Improvement—the Corporation identifies, evaluates, and supports neighborhood preservation projects which show promise for reversing neighborhood decline; replicates successful neighborhood preservation projects; and supports a national loan purchase pool.

The budget request for the Neighborhood Reinvestment Corporation for fiscal year 1991 is $17,895,000 and proposes to transfer $6,605,000 from the National Credit Union Administration's community development credit union revolving loan fund.

The bill provides $24,500,000 for the Neighborhood Reinvestment Corporation for fiscal year 1991. This is an increase of $6,605,000 above the budget request. The bill does not include the proposed transfer of $6,605,000 from the National Credit Union Administration.

An additional $2,000,000 shall be used for enhancing secondary mortgage market activities above the requested level of $2,250,000. Further, a reduction of $1,000,000 shall be taken from the operating expenses account at the discretion of the agency. This reduction is to be outlined in the Corporation's operating plan and approved by the Committees on Appropriations.

Finally, $400,000 is to be provided to expand Neighborhood Housing Services activities in Lawrence, Massachusetts.

Selective Service System

SALARIES AND EXPENSES

1990 appropriation	$25,905,000
Estimate, 1991	26,635,000
Recommended in bill	26,635,000

The Selective Service System was reestablished by the Selective Service Act of 1948. The basic mission of the System is to be prepared to supply to the Armed Forces manpower adequate to ensure the security of the United States during a time of national emergency. Registration was reinstituted in July 1980. In December 1987, the Selective Service was tasked by Public Law 100-180 to develop plans for a health care personnel delivery system capable of providing the necessary critically skilled health care personnel to the Armed Forces in time of war.

For fiscal year 1991, the Committee recommends the Administration request of $26,635,000 for the salaries and expenses of the Selective Service System.

TITLE IV

CORPORATIONS

FEDERAL DEPOSIT INSURANCE CORPORATION

SAVINGS AND LOAN APPROPRIATIONS STATUS

Fundamentally, the Financial Institutions Reform, Recovery, and Enforcement Act (FIRREA) releived the appropriations process of its former limited oversight function of approving administrative monies for the Federal Savings and Loan Insurance Corporation (FSLIC) and the Federal Home Loan Bank Board (FHLBB). The Act essentially established the Resolution Trust Corporation (RTC) in a manner that is similar to the FDIC and the Federal Reserve Bank, in that all of these entities do not fall under the jurisdiction or control of any appropriations subcommittee. The only exception to this is the President's proposal to fund through direct appropriations the RTC Office of Inspector General which is carried below.

FSLIC RESOLUTION FUND

The FSLIC resolution fund (FRF) was established by Section 215 of the Financial Institutions Reform, Recovery, and Enforcement Act of 1989, as a separate fund under the management of the Federal Deposit Insurance Corporation (FDIC). The FRF is the vehicle for liquidating the remaining obligations of the former Federal Savings and Loan Insurance Corporation. This principally involves payments on FSLIC contractual commitments made in prior years to financially assist acquirers of failed thrift institutions.

Generally, all assets and liabilities of the former FSLIC have been transferred to the FRF. This includes all liabilities arising under the financial assistance agreements and all FSLIC-related litigation. The FRF will be dissolved upon satisfaction of all liabilities and sale of all assets.

Under FIRREA, the Congress in Public Law 101-73 authorized "such sums as may be necessary" whenever FRF funding from other sources is insufficient to meet obligations outlined for the fund in that legislation. Uncertainties exist principally in quantifying payments for assistance agreement obligations due to the variables of interest rates and real estate values. These material uncertainties make a current, indefinite appropriation necessary to avoid the possibility of a default on FRF obligations later in the fiscal year.

For fiscal year 1990, Congress enacted a current, indefinite appropriation. The current estimate for 1990 is $4,962,000,000. In fiscal year 1991, the Administration once again is seeking a current, indefinite appropriation to pay for the shortfall between FRF funding sources and the estimated uses of those funds. The bill continues this current, indefinite appropriation and recommends the current budget estimate for fiscal year 1991 of $2,915,744,000.

RESOLUTION TRUST CORPORATION

OFFICE OF INSPECTOR GENERAL

1990 appropriation	
Estimate, 1991	$10,785,000
Recommended in bill	10,785,000

The Financial Institutions Reform, Recovery, and Enforcement Act of 1989 (FIRREA) established the Office of Inspector General at the Resolution Trust Corporation. The Inspector General operates under the provisions of the Inspector General Act of 1978, as amended.

The bill recommends the Administration request of $10,785,000 for fiscal year 1991. This level will support approximately 150 FTE.

TITLE V

GENERAL PROVISIONS

The Committee recommends that those general provisions applicable to the Departments and agencies in the current fiscal year be continued in fiscal year 1991, with the exception of sections 516, 517, and 518.

TRANSFER OF FUNDS

Pursuant to Clause 1(b), Rule X of the Rules of the House of Representatives, the following statements are made describing the transfers of funds provided in the accompanying bill.

The Committee recommends providing authority during 1991 to allow the Department of Veterans Affairs to transfer unobligated balances in the direct loan revolving fund to the loan guaranty revolving fund. This will permit available funds in the direct loan revolving fund to be used for losses sustained in the loan guaranty program.

The Committee recommends providing authority under administrative provisions for the Department of Veterans Affairs for any funds appropriated for 1991 for compensation and pensions, readjustment benefits, veterans insurance and indemnities, and the loan guaranty revolving fund to be transferred between those four accounts. This will provide the Department of Veterans Affairs flexibility in administering its entitlement programs.

The Committee has included language transferring not to exceed $70,000,000 from reserves in the rental housing assistance account to the annual contributions for assisted housing account in the Department of Housing and Urban Development.

The Committee recommends that funds not to exceed $390,342,000 be transferred from the various funds of the Federal Housing Administration to salaries and expenses of the Department of Housing and Urban Development. This will allow funds for activities of the Federal Housing Administration to be carried in a consolidated account covering all operating expenses of the Department.

The Committee has included language transferring $8,557,000 from the various funds of the Federal Housing Administration to

the office of inspector general. This allows all funds for the inspector general's office to be carried in a single account.

The Committee recommends a provision under the assistance for the renewal of expiring section 8 subsidy contracts in the Department of Housing and Urban Development permitting the transfer of up to $300,000,000 from annual contributions for assisted housing to this account.

The Committee has included language under the office of the inspector general in the Environmental Protection Agency which derives certain funds from the hazardous substance superfund trust fund and the leaking underground storage tank trust fund, rather than the general fund. While this is not considered a transfer, the Committee felt it deserved mention.

The Committee recommends that $11,078,000 be transferred from the National Flood Insurance Fund to salaries and expenses of the Federal Emergency Management Agency (FEMA) to fund all administrative costs from one account. In addition, $46,023,000 is recommended for transfer from the National Flood Insurance Fund to FEMA's emergency management planning and assistance account to continue the present method of funding flood plain management activities.

Rescission of Funds

Pursuant to Clause 1(b), Rule X of the Rules of the House of Representatives, the following statements are made describing rescission of funds provided in the accompanying bill.

The Committee recommends the proposed rescission under Department of Housing and Urban Development, annual contributions for assisted housing of recaptured budget authority estimated to be $236,375,000.

The Committee recommends the rescission of not more than $46,000,000 of budget authority (and $2,000,000 in annual contract authority) under the rental housing assistance program in the Department of Housing and Urban Development.

Compliance With Rule XIII—Clause 3

In compliance with Clause 3 of Rule XIII of the Rules of the House of Representatives, changes in existing law made by the bill, as reported, are shown as follows (existing law proposed to be omitted is enclosed in black brackets, new matter is printed in italic, existing law in which no change is proposed is shown in roman):

Subsection (h) of section 202 of the Housing Act of 1959 (12 U.S.C. 1701q(h)) is amended as follows by adding at the end the following new paragraph:

(5) Notwithstanding section 504 of the Rehabilitation Act of 1973, the Secretary shall provide assistance under this subsection for housing and related facilities for handicapped families for which occupancy is limited to families and persons having acquired immune deficiency syndrome.

Subsection (b)(2) of section 203 of the National Housing Act (12 U.S.C. 1709(b)(2)) is amended as follows:

(b)(2) Involve a principal obligation (including such initial service charges, appraisal, inspection, and other fees as the Secretary shall

approve) in an amount not to exceed $67,500 in the case of property upon which there is located a dwelling designed principally for a one-family residence; or $76,000 in the case of a two-family residence; or $92,000 in the case of a three-family residence, or $107,000 in the case of a four-family residence; except that the Secretary may increase the preceding maximum dollar amounts on an area-by-area basis to the extent the Secretary deems necessary, after taking into consideration the extent to which moderate and middle income persons have limited housing opportunities in the area due to high prevailing housing sales prices, but in no case may such limits, as so increased, exceed the lesser of (A) 150 percent [(185 percent during fiscal year 1990)] *(185 percent during fiscal year 1991)* of the dollar amount specified, or (B) in the case of a one-family residence, 95 per centum of the median one-family house price in the area, as determined by the Secretary; in the case of a two-family residence, 107 per centum of such median price; in the case of a three-family residence, 130 per centum of such median price; or in the case of a four-family residence, 150 per centum of such median price; and (except as otherwise provided in this paragraph) not to exceed an amount equal to the sum of (i) 97 per centum of $25,000 of the appraised value of the property, as of the date the mortgage is accepted for insurance, and (ii) 95 per centum of such value in excess of $25,000. For purposes of the preceding sentence, the term "area" means a county, or a metropolitan statistical area as established by the Office of Management and Budget, whichever results in the higher dollar amount. If the mortgage to be insured under this section covers property on which there is located a one- to four-family residence, and the appraised value of the property, as of the date the mortgage is accepted for insurance, does not exceed $50,000, the principal obligation may be in an amount not to exceed 97 percent of such appraised value. If the mortgagor is a veteran, and the mortgage to be insured under this section covers property upon which there is located a dwelling designed principally for a one-family residence, the principal obligation may be in an amount equal to the sum of (i) 100 per centum of $25,000 of the appraised value of the property as of the date the mortgage is accepted for insurance, and (ii) 95 per centum of such value in excess of $25,000. Notwithstanding any other provision of this section, in any case where the dwelling is not approved for mortgage insurance prior to the beginning of construction, such mortgage shall not exceed 90 per centum of the entire appraised value of the property as of the date the mortgage is accepted for insurance, unless (i) the dwelling was completed more than one year prior to the application for mortgage insurance, or (ii) the dwelling was approved for guaranty, insurance, or a direct loan under chapter 37 of title 38 prior to the beginning of construction, or (iii) the dwelling is covered by a consumer protection or warranty plan acceptable to the Secretary and satisfies all requirements which would have been applicable if such dwelling had been approved for mortgage insurance prior to the beginning of construction. As used herein, the term "veteran" means any person who served on active duty in the armed forces of the United States for a period of not less than ninety days (or is certified by the Secretary of Defense as having performed extra-hazardous service), and who

was discharged or released therefrom under conditions other than dishonorable, except that persons enlisting in the armed forces after September 7, 1980, or entering active duty after October 16, 1981, shall have their eligibility determined in accordance with section 3103A(d) of title 38. Notwithstanding any other provision of this paragraph, the amount which may be insured under this section may be increased by up to 20 percent if such increase is necessary to account for the increased cost of the residence due to the installation of a solar energy system (as defined in subparagraph (3) of the last paragraph of section 1703(a) of this title) therein.

Inflationary Impact Statement

Clause 2(l)(4) of Rule XI of the House of Representatives requires that each Committee report on a bill or resolution shall contain a statement whether enactment of such bill or resolution may have an inflationary impact on prices and costs in the operation of the national economy.

Critics of Government spending suggest that practically any spending by Government is inflationary. If that were true, then the funds proposed in this bill would be inflationary. However, all Federal spending is not inherently inflationary. It should be analyzed in the context of the economic situation in which it occurs, the financial condition of Government at the time, and the sectors of the economy which the spending may affect.

The amount proposed for appropriation totals $83,581,084,400. This is $4,803,855,400 above the President's request. Included in the total recommended are funds for veterans benefits, assisted housing, community development grants and environmental programs. Other funds will support advanced technology and science that directly and indirectly increase productivity and national competitiveness.

It is the considered opinion of the Committee that enactment of this bill will not have an inflationary impact on prices and costs in the operation of the national economy. Further information on the purpose of the spending proposed in this bill can be obtained in other parts of this report. Also, a large amount of detailed statistical and financial information can be obtained in the hearings conducted in developing this bill.

Changes in the Application of Existing Law

The Committee submits the following statements in compliance with Clause 3, Rule XXI of the House of Representatives, describing the effects of provisions proposed in the accompanying bill which may be considered, under certain circumstances, to change the application of existing law, either directly or indirectly.

The Committee, in a number of instances, has found it necessary to recommend funding for ongoing activities and programs where authorizations have not been enacted to date. This includes some or all of the programs under the Department of Housing and Urban Development, the Consumer Product Safety Commission, the Council on Environmental Quality, the Environmental Protection Agency, the Federal Emergency Management Agency, the National Aeronautics and Space Administration, the National Insti-

tute of Building Sciences, and the Neighborhood Reinvestment Corporation.

In some cases, the Committee has recommended appropriations which are less than the maximum amounts authorized for the various programs funded in the bill. Whether these actions constitute a change in the application of existing law is subject to interpretation, but the Committee felt that this should be mentioned.

The bill provides that several appropriations shall remain available for more than one year for which the basic authorizing legislation does not presently authorize such extended availability. These items have been carried in previous appropriations Acts. The Committee deems such language desirable in order to provide for the effective use of the funds.

The Committee has included limitations for official reception and representation expenses for selected agencies in the bill.

Sections 501 through 516 of title V of the bill, all of which are carried in the 1990 Appropriations Act, are general provisions which place limitations on the use of funds in the bill and which might, under certain circumstances, be construed as changing the application of existing law.

The bill includes, in certain instances, limitations on the obligation of funds for particular functions or programs. These limitations include restrictions on the obligation of funds for administrative expenses, the use of consultants, and programmatic areas within the overall jurisdiction of a particular agency.

Language is included under the Department of Veterans Affairs, loan guaranty revolving fund, providing for the transfer of unobligated balances and does not require interest payments on transferred funds.

Language is included under the Department of Veterans Affairs, direct loan revolving fund, limiting loans and could be construed as changing the application of existing law.

Language is included under the Department of Veterans Affairs, medical care, delaying the availability of certain equipment and land and structures funds.

Language is included under the Department of Veterans Affairs, general operating expenses, providing for reimbursement to the Department of Defense for the cost of overseas employee mail. This language has been carried previously and permits free mailing privileges for VA personnel stationed in the Philippines.

Language is included under the Department of Veterans Affairs, general operating expenses, requiring the VA to maintain minimum funding and average employment levels for the Veterans Benefits Administration.

Language is included under the Department of Veterans Affairs, construction, major projects, establishing time limitations concerning the obligation of major construction funds, limiting the use of funds, and requiring certification on project design.

Language is also included under the Department of Veterans Affairs, construction, minor projects, providing that unobligated balances of previous appropriations may be used for any project with an estimated cost of less than $3,000,000 and making funds available for damage caused by natural disasters.

Language is included under the Department of Veterans Affairs, parking garage revolving fund, providing for parking operation and maintenance costs out of medical care funds.

Language is included under the Department of Veterans Affairs, administrative provisions, limiting the use of funds. These administrative provisions have all been carried in previous appropriations Acts.

Language is included under the Department of Housing and Urban Development, annual contributions for assisted housing, transferring up to $70,000,000 from the rental housing assistance program, providing the highest priority in the use of funds in connection with the rental rehabilitation program be given to displaced families whose rents exceed 35 percent of income, requiring that funds for loan management activities be for contract terms of not less than 5 years, providing that recaptured authority shall be rescinded, permitting the sharing of savings from bond refunding, waiving the termination provision for the Nehemiah program, and giving direction on use of public housing funds for development or major reconstruction.

Language is included under the Department of Housing and Urban Development, assistance for the renewal of expiring section subsidy contracts, requiring contract terms of not less than 5 years, providing for the transfer of up to $300,000,000, and permitting consolidated accounting for funds disbursed.

Language is included under the Department of Housing and Urban Development, rental housing assistance, reducing the uncommitted balances of previously provided authority by not more than $2,000,000.

Language is included under the Department of Housing and Urban Development, housing for the elderly or handicapped fund, providing for certain loan conditions, providing borrowing authority for the Secretary, limiting loans made in fiscal year 1991 to an interest rate which does not exceed 9.25 percentum, providing that 500 units shall be for persons who have contracted the disease of acquired immune deficiency syndrome, providing that the receipts and disbursements of the funds shall be included in the totals of the Budget of the United States Government, and permitting handicapped projects to be dedicated for individuals with AIDS.

Language is included under the Department of Housing and Urban Development, flexible subsidy fund, permitting the use of excess rental charges and under certain circumstances assistance payments to an owner of a multi-family housing project assisted but not insured under the National Housing Act.

Language is included under the Department of Housing and Urban Development, Federal Housing Administration Fund, limiting additional commitments to guarantee loans.

Language is included under the Department of Housing and Urban Development, nonprofit sponsor assistance, limiting direct loans which could be construed as changing the application of existing law.

Language is included under the Department of Housing and Urban Development, guarantees of mortgage-backed securities, limiting additional commitments to issue guarantees.

Language is included under the Department of Housing and Urban Development, assistance for solar and conservation improvements, withdrawing all recaptured funds.

Language is included under the Department of Housing and Urban Development, community development grants, limiting the expenses for planning and management development and administrative activities, earmarking $5,000,000 for a child care demonstration program, prohibiting lump sum payments for housing rehabilitation activities, and limiting commitments to guarantee loans.

Language is included under the Department of Housing and Urban Development, rehabilitation loan fund, providing that the revolving fund shall consist of collections in unexpended balances of prior appropriations, and blocks the sale of loan assets.

Language is included under the Department of Housing and Urban Development, salaries and expenses, requiring HUD to maintain a minimum average employment level in the public and Indian housing program.

Language is included under the Department of Housing and Urban Development, administrative provisions, permitting the City of Lebanon, the City of Nanticoke, the Borough of Plymouth, the Borough of Forty Fort, and the Borough of East Stroudsburg, all in the Commonwealth of Pennsylvania, and the City of Pittsfield, Massachusetts, to retain certain proceeds from urban renewal land disposition sales; cancelling the debt on a public facilities loan for the Town of Fairmount Heights, Maryland; approving the use by the Seattle Housing Authority of excess rental receipts from the Bay View Tower and Market House projects for the benefit of low-income tenants; restoring a housing development action grant to the City of Santa Cruz, California; continuing the current maximum FHA loan on a one-family home at $124,875 during fiscal year 1991; and limiting central office staffing for certain HUD programs.

Language is included under the American Battle Monuments Commission, salaries and expenses, limiting administrative support costs from the Korean War Memorial Fund.

Language is included under the Consumer Product Safety Commission, salaries and expenses, limiting the availability of funds for commissioners.

Language is included under the Environmental Protection Agency, salaries and expenses, permitting the hire of aircraft.

Language is included under the Environmental Protection Agency, office of inspector general, deriving funds from the hazardous substance superfund trust fund and the leaking underground storage tank trust fund.

Language is included under the Environmental Protection Agency, abatement, control, and compliance, earmarking funds for asbestos training and certification programs and limiting the availability of funds for certain authorized purposes.

Language is included under the Environmental Protection Agency, hazardous substance superfund, permitting the retention and use of excess cost recoveries, limiting the availability of funds for administrative expenses, toxicological profiles, and the Agency for Toxic Substances and Disease Registry.

Language is included under the Environmental Protection Agency, leaking underground storage trust fund, limiting the availability of funds for administrative expenses.

Language is included under the Environmental Protection Agency, construction grants, setting conditions for the use of certain funds and permitting the states to waive various funding criteria.

Language under the Environmental Protection Agency, administrative provisions, requires that the EPA Administrator shall, to the fullest extent possible, ensure that at least 8 percent of contract funding be awarded to organizations owned or controlled by socially and economically disadvantaged individuals, permitting the retention of funds received under the construction grants program for Delavan Lake, and limiting headquarters staffing for certain EPA offices.

Language has been included under the National Space Council requiring reimbursement of at least one-half of the cost of detailed employees.

Language has been included under the Office of Science and Technology Policy requiring reimbursement of at least one-half of the cost of detailed employees.

Language has been included under the Federal Emergency Management Agency, emergency food and shelter program, limiting administrative expenses.

Language has been included under the Federal Emergency Management Agency, national flood insurance fund, transferring funds and limiting increases in certain fund expenses without prior notice to the Committees on Appropriations.

Language has been included under the Consumer Information Center limiting certain fund and administrative expenses.

Language has been included under the Interagency Council on the Homeless, salaries and expenses, providing that regional support staff come from other federal agencies.

Language has been included under the National Aeronautics and Space Administration, space flight, control and data communications, regarding mission management aircraft.

Language has been included under the National Aeronautics and Space Administration, construction of facilities, extending the availability of certain project funds and limiting the use of funds for lease or construction of facilities.

Language under the National Aeronautics and Space Administration, administrative provision, requires that the NASA Administrator shall, to the fullest extent possible, ensure that at least 8 percent of contract funds be awarded to businesses owned or controlled by socially and economically disadvantaged individuals.

Language is included under the National Credit Union Administration, central liquidity facility, limiting new loans and administrative expenses.

Language is included under the National Science Foundation, research and related activities, limiting administrative expenses, permitting contracts for various services in the next fiscal year, providing for the use of receipts for other research facilities, and could require proportional reductions in legislative earmarkings.

Language is included under the National Science Foundation, United States Antarctic program activities, providing that certain receipts may be credited to this appropriation.

Language is included under the National Science Foundation, United States Antarctic logistical support activities, providing that certain receipts may be credited to this appropriation.

Language is included under the National Science Foundation, science education activities, requiring, under certain circumstances, a proportional reduction in legislative earmarkings.

Language is included under the Selective Service System, salaries and expenses, permitting the President to exempt the agency from apportionment restrictions of the Budget and Accounting Act of 1921, and requiring not more than one report to Congress each year on Selective Service System operations.

Language is included under Corporations requiring release in appropriations Acts of loans and mortgage purchase authority not otherwise required by law.

Permanent Obligational Authority—Federal Funds and Trust Funds

Substantial sums of new budget (obligational) authority are made available by permanent legislation for the continuation of certain government activities not subject to the annual appropriations process. Details of these activities for the agencies covered in this bill are reflected in appropriate tables appearing at the end of this report. The most significant are the housing payments of the Department of Housing and Urban Development and the life insurance programs of the Department of Veterans Affairs. The budget estimates that such permanent authorities will aggregate $19,475,022,000 in fiscal year 1991.

Comparison With Budget Resolution

Section 308(a)(1)(A) of the Congressional Budget and Impoundment Control Act of 1974 (Public Law 93-344), as amended, requires that the report accompanying a bill providing new budget authority contain a statement detailing how the authority compares with the reports submitted under section 302 of the Act for the most recently agreed to concurrent resolution on the budget for the fiscal year. This information follows:

[In millions of dollars]

	Sec. 302(b)		This bill	
	Discretionary	Mandatory	Discretionary	Mandatory
Budget authority	63,400	17,445	63,395	17,271
Outlays	59,175	20,249	59,175	19,894
Direct loans	895		871	
Primary guarantees	55,890		58,893	

The bill provides no new spending authority as described in section 401(c)(2) of the Congressional Budget and Impoundment Control Act of 1974 (Public Law 93-344), as amended, except for re-

ceipts and interest forgone pursuant to the administrative provisions in the Department of Housing and Urban Development and the Environmental Protection Agency.

Balanced Budget and Emergency Deficit Control Act

During fiscal year 1991, for purposes of the Balanced Budget and Emergency Deficit Control Act of 1985 (Public Law 99-177), the following information provides the definition of the term "program, project, and activity" for departments and agencies carried in the accompanying bill. The term "program, project, and activity" shall include the most specific level of budget items identified in the 1991 Departments of Veterans Affairs and Housing and Urban Development, and Independent Agencies Appropriations Act, the accompanying House and Senate Committee reports, the conference report or the joint explanatory statement of the managers of the committee of conference.

In applying any sequestration reductions, departments and agencies shall apply the percentage of reduction required for fiscal year 1991 pursuant to the provisions of Public Law 99-177 to each program, project, activity and subactivity contained in the budget justification documents submitted to the Committees on Appropriations of the House and Senate in support of the fiscal year 1991 budget estimates, as amended, for such departments and agencies as subsequently altered, modified or changed by Congressional action identified by the aforementioned Acts, resolutions and reports. Further, it is intended that in implementing the Presidential order, (1) no program, project, or activity should be eliminated, (2) no re-ordering of funds or priorities occur, and (3) no unfunded program, project, or activity be initiated. However, for the purposes of program execution, it is not intended that normal reprogramming between programs, projects, and activities be precluded after reductions required under the Balanced Budget and Emergency Deficit Control Act are implemented.

Five-Year Projections of Outlays

In accordance with section 308(a)(1)(C) of the Congressional Budget Act of 1974 (Public Law 99-344), as amended, the following information was provided to the Committee by the Congressional Budget Office:

Budget authority	$80,666,124,000
Outlays:	
1991	41,211,726,000
1992	16,774,030,000
1993	7,089,074,000
1994	5,548,780,000
1995 and future years	11,092,119,000

Financial Assistance to State and Local Governments

In accordance with section 308(a)(1)(D) of Public Law 99-344, the new budget authority and outlays provided by the accompanying bill for financial assistance to state and local government are as follows:

Budget authority	$27,369,064,000
Outlays	1,847,042,000

COMPARATIVE STATEMENT OF NEW BUDGET (OBLIGATIONAL) AUTHORITY FOR 1990 AND THE BUDGET ESTIMATES FOR 1991

PERMANENT NEW BUDGET (OBLIGATIONAL) AUTHORITY

[These funds become available automatically under earlier, or "permanent" law without further, or annual action by the Congress. Thus, these amounts are not included in the accompanying bill.]

Agency and item	New budget (obligational) authority, fiscal year 1990	Budget estimates of new (obligational) authority, fiscal year 1991	Fiscal year 1991 estimate compared with, fiscal year 1990
(1)	(2)	(3)	(4)
FEDERAL FUNDS			
Department of Housing and Urban Development:			
Rental housing assistance (indefinite)	13,887,950,000	15,304,979,000	+1,417,029,000
Federal Housing Administration fund (authority to borrow, indefinite)	3,304,052,000	.....	-3,304,052,000
Federal Housing Administration - General and Special Risk Insurance Funds (authority to borrow, indefinite)	.....	*(2,129,673,000)*	*(+2,129,673,000)*
Interstate land sales (indefinite)	600,000	600,000	.....
Manufactured home inspection and monitoring (indefinite)	7,320,000	7,320,000	.....
Low-rent public housing-loans and other expenses (authority to borrow, indefinite)	400,150,000	200,000,000	-200,150,000
Total, Department of Housing and Urban Development	17,600,072,000	15,512,899,000	-2,087,173,000
Court of Veterans Appeals: Practice registration fee (indefinite)	4,000	5,000	+1,000
Federal Deposit Insurance Corporation: Bank insurance fund (authority to borrow, indefinite)	1,962,000,000	500,000,000	-1,462,000,000
Federal Emergency Management Agency: National insurance development fund (authority to borrow, indefinite)	13,136,000	12,127,000	-1,009,000
National Aeronautics and Space Administration: Space flight, control and data communications (authority to borrow, indefinite)	100,685,000	113,829,000	+13,144,000

National Science Foundation: Research and related activities (indefinite)	37,500,000	.....	-37,500,000
Resolution Funding Corporation (indefinite)	786,000,000	1,726,000,000	+940,000,000
Total, Federal Funds	20,499,397,000	17,864,860,000	-2,634,537,000
TRUST FUNDS			
Department of Veterans Affairs:			
Post-Vietnam era veterans education account (indefinite)	181,943,000	153,865,000	-28,078,000
General post fund, national homes (indefinite)	25,500,000	26,000,000	+500,000
National cemetary gift fund (indefinite)	150,000	150,000	.....
National service life insurance fund (indefinite)	1,440,270,000	1,394,290,000	-45,980,000
U.S. government life insurance fund (indefinite)	13,130,000	11,310,000	-1,820,000
Department of Housing and Urban Development: Gifts and bequests (indefinite)	5,000	5,000	.....
American Battle Monuments Commission: Contributions (indefinite)	1,434,000	2,661,000	+1,227,000
Environmental Protection Agency: Miscellaneous contributed funds (indefinite)	10,000	10,000	.....
Federal Emergency Management Agency: Gifts and bequests (indefinite)	88,000	71,000	-17,000
National Aeronautics and Space Administration: Science, space, and technology education trust fund (indefinite)	1,000,000	1,000,000	.....
National Science Foundation: Donations (indefinite)	20,000,000	20,800,000	+800,000
Total, Trust Funds	1,683,530,000	1,610,162,000	-73,368,000
Total Permanent Funds	22,182,927,000	19,475,022,000	-2,707,905,000

COMPARATIVE STATEMENT OF NEW BUDGET (OBLIGATIONAL) AUTHORITY FOR 1990 AND BUDGET ESTIMATES AND AMOUNTS RECOMMENDED IN THE BILL FOR 1991

Agency and item	New budget (obligational) authority appropriated, 1990 (enacted to date)	Budget estimates of new (obligational) authority, 1991	New budget (obligational) authority recommended in bill	Bill compared with new budget (obligational) authority, 1990	Bill compared with budget estimates of new (obligational) authority, 1991
(1)	(2)	(3)	(4)	(5)	(6)
TITLE I					
DEPARTMENT OF VETERANS AFFAIRS					
Veterans Benefits Administration					
Compensation and pensions	15,555,495,000	15,204,451,000	15,684,551,000	+129,056,000	+480,100,000
Readjustment benefits	497,813,000	502,500,000	502,500,000	+4,687,000	.....
Veterans insurance and indemnities	13,940,000	15,410,000	15,410,000	+1,470,000	.....
Loan guaranty revolving fund	558,500,000	512,200,000	670,200,000	+111,700,000	+158,000,000
Guaranty and indemnity fund	.....	80,800,000	80,800,000	+80,800,000	.....
Direct loan revolving fund (limitation on direct loans)	*(935,000)*	*(1,000,000)*	*(1,000,000)*	*(+15,000)*	.....
Total, Veterans Benefits Administration	16,625,748,000	16,315,361,000	16,953,461,000	+327,713,000	+638,100,000
Veterans Health Service and Research Administration					
Medical care	11,419,706,000	12,227,066,000	12,310,490,000	+890,784,000	+83,424,000
Medical and prosthetic research	212,652,000	198,537,000	216,795,000	+4,143,000	+18,258,000
Medical administration and miscellaneous operating expenses	46,697,000	47,729,000	52,047,000	+5,350,000	+4,318,000
Grants to the Republic of the Philippines	492,000	484,000	484,000	-8,000	.....
Total, Veterans Health Service and Research Administration	11,679,547,000	12,473,816,000	12,579,816,000	+900,269,000	+106,000,000

Departmental Administration					
General operating expenses	811,628,000	902,514,000	902,514,000	+90,886,000	.....
Office of Inspector General	21,786,000	26,859,000	26,859,000	+5,073,000	.....
Construction, major projects	408,542,000	530,000,000	575,456,000	+166,914,000	+45,456,000
Construction, minor projects	91,637,000	145,640,000	146,140,000	+54,503,000	+500,000
(Limitation on administrative expenses)	*(43,452,000)*	*(44,420,000)*	*(44,420,000)*	*(+968,000)*	.....
Parking garage revolving fund	28,543,000	18,900,000	28,900,000	+357,000	+10,000,000
Grants for construction of State extended care facilities	41,349,000	42,000,000	65,000,000	+23,651,000	+23,000,000
Grants for the construction of State veterans cemetaries	4,288,000	3,946,000	3,946,000	-342,000	.....
Total, Departmental Administration	1,407,773,000	1,669,859,000	1,748,815,000	+341,042,000	+78,956,000
Total, title I, Department of Veterans Affairs:					
New budget (obligational) authority	29,713,068,000	30,459,036,000	31,282,092,000	+1,569,024,000	+823,056,000
(Limitation on direct loans)	*(985,000)*	*(1,000,000)*	*(1,000,000)*	*(+15,000)*	.....
(Limitation on administrative expenses)	*(43,452,000)*	*(44,420,000)*	*(44,420,000)*	*(+968,000)*	.....
TITLE II					
DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT					
Housing Programs					
Annual contributions for assisted housing	7,799,355,000	7,352,317,300	11,625,086,000	+3,825,731,000	+4,272,768,700
Rescission of assisted housing deobligations (budget authority, indefinite)	-311,236,000	-236,375,000	-236,375,000	+74,861,000	.....
(By transfer)	.....	*(157,000,000)*	*(70,000,000)*	*(+70,000,000)*	*(-87,000,000)*
Total, annual contributions for assisted housing (net)	7,488,119,000	7,115,942,300	11,388,711,000	+3,900,592,000	+4,272,768,700

COMPARATIVE STATEMENT OF NEW BUDGET (OBLIGATIONAL) AUTHORITY FOR 1990 AND BUDGET ESTIMATES AND AMOUNTS RECOMMENDED IN THE BILL FOR 1991--Continued

Agency and item	New budget (obligational) authority appropriated, 1990 (enacted to date)	Budget estimates of new (obligational) authority, 1991	New budget (obligational) authority recommended in bill	Bill compared with new budget (obligational) authority, 1990	Bill compared with budget estimates of new (obligational) authority, 1991
(1)	(2)	(3)	(4)	(5)	(6)
Assistance for the renewal of expiring section 8 subsidy contracts	1,074,492,000	7,734,985,400	7,734,985,400	+6,660,493,400	.....
Rental rehabilitation grants	127,985,000	70,000,000	135,000,000	+7,015,000	+65,000,000
Rental housing assistance:					
Rescission of budget authority, indefinite	-48,000,000	-46,000,000	-46,000,000	+2,000,000	.....
(Limitation on annual contract authority, indefinite)	*(-2,000,000)*	*(-2,000,000)*	*(-2,000,000)*	.....	.....
Housing for the elderly or handicapped fund:					
(Limitation on direct loans)	*(472,664,000)*	*(282,543,000)*	*(491,570,000)*	*(+18,906,000)*	*(+209,027,000)*
Authority to borrow, indefinite	412,969,000	220,480,000	437,044,000	+24,075,000	+216,564,000
Congregate services	5,829,000	.....	7,000,000	+1,171,000	+7,000,000
Payments for operation of low-income housing projects	1,865,031,000	1,825,731,000	2,000,000,000	+134,969,000	+174,269,000
Housing counseling assistance	3,446,000	3,500,000	5,000,000	+1,554,000	+1,500,000
Federal Housing Administration Fund	350,093,000	.....	317,366,000	-32,727,000	+317,366,000
(Limitation on guaranteed loans)	*(73,837,500,000)*	.....	*(75,000,000,000)*	*(+1,162,500,000)*	*(+75,000,000,000)*
Temporary mortgage assistance payments (limitation on direct loans)	*(87,227,000)*	.....	*(151,125,000)*	*(+63,898,000)*	*(+151,125,000)*
FHA - Mututal Mortage and Cooperative Manangement Housing Insurance Funds:					
(Limitation on guaranteed loans)	.....	*(62,000,000,000)*	.....	.....	*(-62,000,000,000)*
(Limitation on direct loans, TMAP)	.....	*(123,500,000)*	.....	.....	*(-123,500,000)*
FHA - General and special risk insurance funds	.....	317,366,000	.....	.....	-317,366,000
(Limitation on guaranteed loans)	.....	*(13,000,000,000)*	.....	.....	*(-13,000,000,000)*
(Limitation on direct loans, TMAP)	.....	*(27,625,000)*	.....	.....	*(-27,625,000)*

Total, Federal Housing Administration Fund	350,093,000	317,366,000	317,366,000	-32,727,000	.....
Nonprofit sponsor assistance (limitation on direct loans)	*(1,069,000)*	*(530,000)*	*(1,100,000)*	*(+31,000)*	*(+570,000)*
Homeownership and opportunity for people everywhere grants (HOPE grants)	.....	250,000,000	.....	.....	-250,000,000
Drug elimination grants for low-income housing	.....	150,000,000	100,000,000	+100,000,000	-50,000,000
Government National Mortgage Association					
Guarantees of mortgage-backed securities (limitation on guaranteed loans)	*(81,713,500,000)*	*(80,000,000,000)*	*(80,000,000,000)*	*(-1,713,500,000)*	.....
Total, Housing Programs (net)	11,279,964,000	17,642,004,700	22,079,106,400	+10,799,142,400	+4,437,101,700
Homeless Assistance					
Emergency shelter grants program	73,164,000	71,285,000	75,000,000	+1,836,000	+3,715,000
Transitional and supportive housing demonstration program	126,825,000	143,592,000	150,000,000	+23,175,000	+6,408,000
Supplemental assistance for facilities to assist the homeless	10,830,000	161,000,000	15,000,000	+4,170,000	-146,000,000
Section 8 moderate rehabilitation: Single room occupancy	73,185,000	49,571,300	100,000,000	+26,815,000	+50,428,700
Total, Homeless Assistance	284,004,000	425,448,300	340,000,000	+55,996,000	-85,448,300

COMPARATIVE STATEMENT OF NEW BUDGET (OBLIGATIONAL) AUTHORITY FOR 1990 AND BUDGET ESTIMATES AND AMOUNTS RECOMMENDED IN THE BILL FOR 1991--Continued

Agency and item	New budget (obligational) authority appropriated, 1990 (enacted to date)	Budget estimates of new (obligational) authority, 1991	New budget (obligational) authority recommended in bill	Bill compared with new budget (obligational) authority, 1990	Bill compared with budget estimates of new (obligational) authority, 1991
(1)	(2)	(3)	(4)	(5)	(6)
Community Planning and Development					
Community development grants	2,926,514,000	2,756,000,000	3,000,000,000	+73,486,000	+244,000,000
(Limitation on guaranteed loans)	*(141,768,000)*	.....	*(140,000,000)*	*(-1,768,000)*	*(+140,000,000)*
Urban development action grants (rescission)	-11,450,000	-10,000,000	.....	+11,450,000	+10,000,000
Urban homesteading	12,995,000	50,000,000	15,000,000	+2,005,000	-35,000,000
Total, Community Planning and Development	2,928,059,000	2,796,000,000	3,015,000,000	+86,941,000	+219,000,000
Policy Development and Research					
Research and technology	20,426,000	23,000,000	30,000,000	+9,574,000	+7,000,000
(By transfer)	.....	*(25,000,000)*	.....	.....	*(-25,000,000)*
Fair Housing and Equal Opportunity					
Fair housing activities	12,410,000	12,200,000	12,200,000	-210,000	.....
Management and Administration					
Salaries and expenses	345,407,000	426,124,000	426,124,000	+80,717,000	.....
(By transfer, limitation on FHA corporate funds)	*(385,659,000)*	*(380,342,000)*	*(390,342,000)*	*(+4,683,000)*	*(+10,000,000)*
Office of Inspector General	23,795,000	29,283,000	29,283,000	+5,488,000	.....
(By transfer, limitation on FHA corporate funds)	*(6,391,000)*	*(8,557,000)*	*(8,557,000)*	*(+2,166,000)*	.....

Total, title II, Department of Housing and Urban Development:					
New budget (obligational) authority (net)	14,894,065,000	21,354,060,000	25,931,713,400	+11,037,648,400	+4,577,653,400
Appropriations	(14,851,782,000)	(21,425,955,000)	(25,777,044,400)	(+10,925,262,400)	(+4,351,089,400)
Authority to borrow	(412,969,000)	(220,480,000)	(437,044,000)	(+24,075,000)	(+216,564,000)
Rescissions	(-370,686,000)	(-292,375,000)	(-282,375,000)	(+88,311,000)	(+10,000,000)
(By transfer)	.....	*(182,000,000)*	*(70,000,000)*	*(+70,000,000)*	*(-112,000,000)*
(Limitation on annual contract authority, indefinite)	*(-2,000,000)*	*(-2,000,000)*	*(-2,000,000)*	.....	.....
(Limitation on direct loans)	*(560,960,000)*	*(434,198,000)*	*(643,795,000)*	*(+82,835,000)*	*(+209,597,000)*
(Limitation on guaranteed loans)	*(155,692,768,000)*	*(155,000,000,000)*	*(155,140,000,000)*	*(-552,768,000)*	*(+140,000,000)*
(Limitation on corporate funds to be expended)	*(392,050,000)*	*(388,899,000)*	*(398,899,000)*	*(+6,849,000)*	*(+10,000,000)*
TITLE III					
INDEPENDENT AGENCIES					
American Battle Monuments Commission					
Salaries and expenses	16,032,000	15,402,000	15,900,000	-132,000	+498,000
Consumer Product Safety Commission					
Salaries and expenses	35,147,000	35,609,000	37,109,000	+1,962,000	+1,500,000
Court of Veterans Appeals					
Salaries and expenses	3,893,000	9,560,000	9,560,000	+5,667,000	.....

COMPARATIVE STATEMENT OF NEW BUDGET (OBLIGATIONAL) AUTHORITY FOR 1990 AND BUDGET ESTIMATES AND AMOUNTS RECOMMENDED IN THE BILL FOR 1991--Continued

Agency and item	New budget (obligational) authority appropriated, 1990 (enacted to date)	Budget estimates of new (obligational) authority, 1991	New budget (obligational) authority recommended in bill	Bill compared with new budget (obligational) authority, 1990	Bill compared with budget estimates of new (obligational) authority, 1991
(1)	(2)	(3)	(4)	(5)	(6)
Department of Defense - Civil					
Cemeterial Expenses, Army					
Salaries and expenses	12,374,000	12,236,000	12,236,000	-138,000	.....
Environmental Protection Agency					
Salaries and expenses	864,409,000	999,700,000	995,000,000	+130,591,000	-4,700,000
Office of Inspector General	30,903,000	38,709,000	37,000,000	+6,097,000	-1,709,000
Research and development	229,820,000	249,000,000	254,900,000	+25,080,000	+5,900,000
Abatement, control, and compliance	798,434,000	865,300,000	1,006,525,000	+208,091,000	+141,225,000
Buildings and facilities	14,652,000	13,000,000	34,000,000	+19,348,000	+21,000,000
Subtotal, operating programs	1,938,218,000	2,165,709,000	2,327,425,000	+389,207,000	+161,716,000
Hazardous substance superfund	1,530,228,000	1,740,000,000	1,610,200,000	+79,972,000	-129,800,000
(Limitation on administrative expenses)	*(213,825,000)*	*(230,000,000)*	*(233,000,000)*	*(+19,175,000)*	*(+3,000,000)*
Leaking underground storage tank trust fund	74,097,000	75,000,000	75,000,000	+903,000	.....
(Limitation on administrative expenses)	*(5,834,000)*	*(6,000,000)*	*(6,000,000)*	*(+166,000)*	.....
Construction grants	1,991,720,000	1,600,000,000	2,000,000,000	+8,280,000	+400,000,000
Rescission	-47,700,000	.....	.....	+47,700,000	.....
Total, Environmental Protection Agency (net)	5,486,563,000	5,580,709,000	6,012,625,000	+526,062,000	+431,916,000

Executive Office of the President					
Council on Environmental Quality and Office of Environmental Quality	1,465,000	2,780,000	2,780,000	+1,315,000	.....
National Space Council	983,000	1,363,000	1,000,000	+17,000	-363,000
Office of Science and Technology Policy	2,829,000	3,300,000	3,300,000	+471,000	.....
Total, Executive Office of the President	5,277,000	7,443,000	7,080,000	+1,803,000	-363,000
Federal Emergency Management Agency					
Disaster relief	1,248,450,000	270,000,000	100,000,000	-1,148,450,000	-170,000,000
Salaries and expenses	138,572,000	143,334,000	143,459,000	+4,887,000	+125,000
Office of Inspector General	2,563,000	3,905,000	3,905,000	+1,342,000	.....
Emergency management planning and assistance	270,643,000	277,042,000	275,423,000	+4,780,000	-1,619,000
Emergency food and shelter program	130,092,000	124,991,000	134,000,000	+3,908,000	+9,009,000
Total, Federal Emergency Management Agency	1,790,320,000	819,272,000	656,787,000	-1,133,533,000	-162,485,000
General Services Administration					
Consumer Information Center	1,339,000	1,540,000	1,540,000	+201,000	.....
(Limitation on administrative expenses)	*(2,052,000)*	*(2,172,000)*	*(2,172,000)*	*(+120,000)*	.....
Department of Health and Human Services					
Office of Consumer Affairs	1,834,000	1,889,000	1,889,000	+55,000	.....
Interagency Council on the Homeless					
Salaries and expenses	1,083,000	1,214,000	1,214,000	+131,000	.....

COMPARATIVE STATEMENT OF NEW BUDGET (OBLIGATIONAL) AUTHORITY FOR 1990 AND BUDGET ESTIMATES AND AMOUNTS RECOMMENDED IN THE BILL FOR 1991--Continued

Agency and item	New budget (obligational) authority appropriated, 1990 (enacted to date)	Budget estimates of new (obligational) authority, 1991	New budget (obligational) authority recommended in bill	Bill compared with new budget (obligational) authority, 1990	Bill compared with budget estimates of new (obligational) authority, 1991
(1)	(2)	(3)	(4)	(5)	(6)
National Aeronautics and Space Administration					
Research and development	5,227,776,000	7,074,000,000	7,034,094,000	+1,806,318,000	-39,906,000
Space flight, control and data communications	4,550,715,000	6,499,132,000	6,530,351,000	+1,979,636,000	+31,219,000
Portion applied to debt reduction	.....	-1,209,732,000	-1,209,732,000	-1,209,732,000	.....
Construction of facilities	443,960,000	497,900,000	485,000,000	+41,040,000	-12,900,000
Research and program management	1,990,464,000	2,252,900,000	1,446,212,000	-544,252,000	-806,688,000
Office of Inspector General	8,659,000	11,000,000	10,500,000	+1,841,000	-500,000
Total, National Aeronautics and Space Administration	12,221,574,000	15,125,200,000	14,296,425,000	+2,074,851,000	-828,775,000
National Commission on American Indian, Alsaka Native, and Native Hawaiian Housing					
Salaries and expenses	500,000	.....	.....	-500,000	.....
National Commission on Severely Distressed Public Housing					
Salaries and expenses	2,000,000	.....	.....	-2,000,000	.....

National Credit Union Administration					
Central liquidity:					
Community development credit union revolving loan fund (transfer to Neighborhood Reinvestment Corporation)	.....	*(-6,605,000)*	.....	.....	*(+6,605,000)*
(Limitation on direct loans)	*(590,700,000)*	*(600,000,000)*	*(600,000,000)*	*(+9,300,000)*	.....
(Limitation on administrative expenses, corporate funds)	*(851,000)*	*(893,000)*	*(893,000)*	*(+42,000)*	.....
National Institute of Building Sciences					
Payment to the National Institute of Building Sciences	492,000	.....	250,000	-242,000	+250,000
National Science Foundation					
Research and related activities	1,702,411,000	1,954,000,000	1,854,000,000	+151,589,000	-100,000,000
Program development and management (limitation on administrative expenses)	*(96,383,000)*	*(102,500,000)*	*(100,000,000)*	*(+3,617,000)*	*(-2,500,000)*
Academic research facilities	19,690,000	.....	20,000,000	+310,000	+20,000,000
United States Antarctic Program activities	71,953,000	175,000,000	100,000,000	+28,047,000	-75,000,000
United States Antarctic logistical support activities	79,729,000	.....	75,000,000	-4,729,000	+75,000,000
Science education activities	204,265,000	251,000,000	285,000,000	+80,735,000	+34,000,000
Office of Inspector General	2,560,000	3,000,000	3,000,000	+440,000	.....
Total, National Science Foundation	2,080,608,000	2,383,000,000	2,337,000,000	+256,392,000	-46,000,000
Neighborhood Reinvestment Corporation					
Payment to the Neighborhood Reinvestment Corporation	26,554,000	17,895,000	24,500,000	-2,054,000	+6,605,000
(By transfer)	.....	*(6,605,000)*	.....	.....	*(-6,605,000)*

COMPARATIVE STATEMENT OF NEW BUDGET (OBLIGATIONAL) AUTHORITY FOR 1990 AND BUDGET ESTIMATES AND AMOUNTS RECOMMENDED IN THE BILL FOR 1991--Continued

Agency and item	New budget (obligational) authority appropriated, 1990 (enacted to date)	Budget estimates of new (obligational) authority, 1991	New budget (obligational) authority recommended in bill	Bill compared with new budget (obligational) authority, 1990	Bill compared with budget estimates of new (obligational) authority, 1991
(1)	(2)	(3)	(4)	(5)	(6)
Selective Service System					
Salaries and expenses	25,905,000	26,635,000	26,635,000	+730,000	.....
Total, title III, Independent Agencies:					
New budget (obligational) authority (net)	21,711,495,000	24,037,604,000	23,440,750,000	+1,729,255,000	-596,854,000
Appropriations	(21,759,195,000)	(25,247,336,000)	(24,650,482,000)	(+2,891,287,000)	(-596,854,000)
Rescission	(-47,700,000)	.....	.....	(+47,700,000)	.....
(Limitation on administrative expenses)	*(318,094,000)*	*(340,672,000)*	*(341,172,000)*	*(+23,078,000)*	*(+500,000)*
(Limitation on direct loans)	*(590,700,000)*	*(600,000,000)*	*(600,000,000)*	*(+9,300,000)*	.....
(Limitation on corporate funds to be expended)	*(851,000)*	*(893,000)*	*(893,000)*	*(+42,000)*	.....
TITLE IV					
CORPORATIONS					
Federal Deposit Insurance Corporation:					
FSLIC Resolution Fund 1/	4,962,000,000	2,915,744,000	2,915,744,000	-2,046,256,000	.....
Resolution Trust Corporation:					
Office of Inspector General	.....	10,785,000	10,785,000	+10,785,000	.....
Total, title IV, Corporations	4,962,000,000	2,926,529,000	2,926,529,000	-2,035,471,000	.....

Grand total:					
New budget (obligational) authority (net)	71,280,628,000	78,777,229,000	83,581,084,400	+12,300,456,400	+4,803,855,400
Appropriations	(71,286,045,000)	(80,058,856,000)	(84,636,147,400)	(+13,350,102,400)	(+4,577,291,400)
Authority to borrow	(412,969,000)	(220,480,000)	(437,044,000)	(+24,075,000)	(+216,564,000)
Rescissions	(-418,386,000)	(-292,375,000)	(-282,375,000)	(+136,011,000)	(+10,000,000)
(By transfer)	.....	*(182,000,000)*	*(70,000,000)*	*(+70,000,000)*	*(-112,000,000)*
(Limitation on administrative expenses)	*(361,546,000)*	*(385,092,000)*	*(385,592,000)*	*(+24,046,000)*	*(+500,000)*
(Limitation on annual contract authority, indefinite)	*(-2,000,000)*	*(-2,000,000)*	*(-2,000,000)*	.....	.....
(Limitation on direct loans)	*(1,152,645,000)*	*(1,035,198,000)*	*(1,244,795,000)*	*(+92,150,000)*	*(+209,597,000)*
(Limitation on guaranteed loans)	*(155,692,768,000)*	*(155,000,000,000)*	*(155,140,000,000)*	*(-552,768,000)*	*(+140,000,000)*
(Limitation on corporate funds to be expended)	*(392,901,000)*	*(389,792,000)*	*(399,792,000)*	*(+6,891,000)*	*(+10,000,000)*

1/ Current indefinite authority, current estimate only